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LAND USE & CIRCULATION

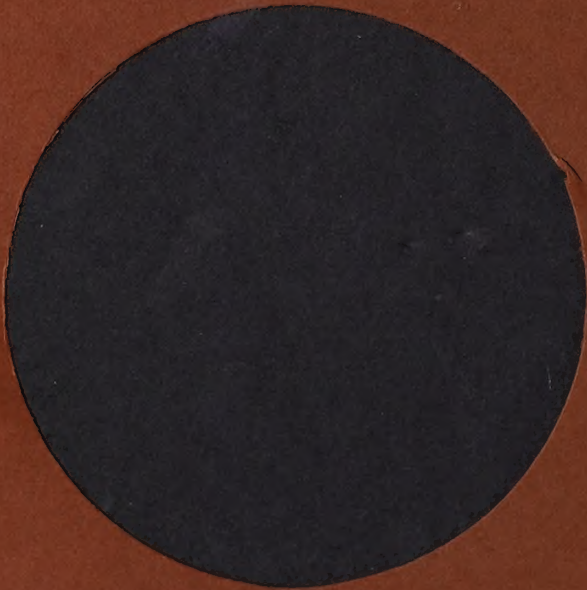
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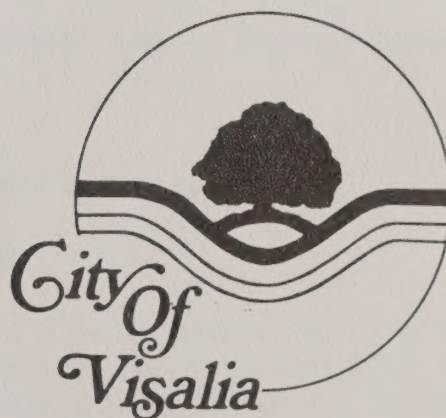
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LAND USE & CIRCULATION

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Visalia
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RESOLUTION NO. 1605

RESOLUTION OF THE COUNCIL OF THE CITY OF VISALIA, COUNTY OF TULARE, ADOPTING THE PROPOSED LAND USE AND CIRCULATION ELEMENTS. AN AMENDMENT TO THE VISALIA CITY GENERAL PLAN.

WHEREAS, the City of Visalia recognizes the need to plan for the future growth of Visalia, and

WHEREAS, the City Planning Commission did hold public hearings on April 26 and April 27, 1976 for the proposal, and

WHEREAS, on June 28, 1976 the City Planning Commission did recommend adoption of the Proposed Land Use and Circulation Element amendments to the Visalia City General Plan by the City Council, and

WHEREAS, the City Council did hold public hearings on July 6 and July 7, 1976 for the proposal, and

WHEREAS, several amendments were recommended by the City Council for the proposed General Plan, which were referred back to the Planning Commission for their review and report, and

WHEREAS, the Planning Commission did hold a public hearing on August 9, 1976 for the amendments, and

WHEREAS, a copy of the report regarding the General Plan amendments from the Planning Commission has been filed with the City Council, and

NOW, THEREFORE BE IT RESOLVED, that on August 17, 1976 the City Council did adopt the Proposed Land Use and Circulation Elements of the General Plan.

Councilman O'Dell offered the motion to this resolution, Councilman Churchill seconded the motion and it carried by the following vote:

Ayes: Councilmen Peterson, Churchill, O'Dell, Collins, Porter
Noes: None
Abstained: None

PASSED AND ADOPTED this 17th day of August, 1976.

ATTEST: DONNA HALL, CITY CLERK

I, Donna Hall, City Clerk of the City of Visalia, certify the foregoing is a full and true copy of Resolution 1605 passed and adopted by the Council of the City of Visalia at a regular adjourned meeting thereof held on the 17th day of August, 1976.



RESOLUTION NO. 1604

RESOLUTION OF THE COUNCIL OF THE CITY OF VISALIA, COUNTY OF TULARE CERTIFYING THE ENVIRONMENTAL IMPACT REPORT FOR THE PROPOSED LAND USE AND CIRCULATION ELEMENTS, AN AMENDMENT TO THE VISALIA CITY GENERAL PLAN.

WHEREAS, the City Council recognizes the need to plan for the future growth of Visalia, and

WHEREAS, the notice for the public hearing of the Proposed Land Use and Circulation Elements of the General Plan was published in a newspaper of general circulation and circulated in the City of Visalia, and

WHEREAS, the City Council did hold public hearings on July 6 and July 7, 1976 for the proposal, and

WHEREAS, the City Council and Planning Commission received the Environmental Impact Report as part of the Proposed Land Use and Circulation Element amendments, and

NOW THEREFORE BE IT RESOLVED, that on August 17, 1976, the City Council did certify the Final Environmental Impact Report for the Proposed Land Use and Circulation Elements, an amendment to the Visalia City General Plan.

Councilman O'Dell offered the motion to this resolution, Councilman Collins seconded the motion and it carried by the following vote:

Ayes: Councilmen Collins, Peterson, Churchill, O'Dell, Porter
Noes: None
Abstained: None

PASSED AND ADOPTED this 17th day of August, 1976.

ATTEST: DONNA HALL, CITY CLERK

I, Donna Hall, City Clerk of the City of Visalia, certify the foregoing is a full and true copy of Resolution 1604 passed and adopted by the Council of the City of Visalia at a regular adjourned meeting thereof held on the 17th day of August, 1976.

Dated August 18, 1976

DONNA HALL, CITY CLERK

RESOLUTION NO. 921

RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF VISALIA, COUNTY OF TULARE, ADOPTING THE PROPOSED LAND USE AND CIRCULATION ELEMENTS, AN AMENDMENT TO THE VISALIA CITY GENERAL PLAN.

WHEREAS, the City Planning Commission recognizes the need to plan for the future growth of Visalia, and

WHEREAS, the notice for the public hearing of the Proposed Land Use and Circulation Elements of the General Plan was published in a newspaper of general circulation and circulated in the City of Visalia, and

WHEREAS, the City Planning Commission did hold public hearings on April 26 and April 27, 1976 for the proposal, and

Whereas, the City Planning Commission reviewed the environmental impact report as part of the proposed Land Use and Circulation Element amendments and, now,

THEREFORE BE IT RESOLVED, that during the regular session on June 28, 1976 the City Planning Commission did adopt the Proposed Land Use and Circulation Elements by motion, an amendment to the Visalia City General Plan, and

BE IT FURTHER RESOLVED, that this Planning Commission recommend that the City Council to adopt the proposed Land Use and Circulation Elements, an amendment to the Visalia City General Plan.

Commissioner Gates offered the motion to this resolution, Commissioner Hurlbutt seconded the motion and it carried by the following vote:

Ayes: Commissioners Alvarado, Hurlbutt, Watters, Gates
Noes: None
Abstained: None
Absent: Commissioner Pearson

GREG DOWDS, Secretary
Visalia City Planning Commission

ATTEST: Barbara Phillips, Clerk

I, Barbara Phillips, Clerk of the Visalia City Planning Commission, certify that the above is a true copy of a resolution duly passed and adopted at a regular meeting of the Commission on June 28, 1976.



VISALIA CITY COUNCIL

S. Thomas Porter, Mayor

B.P. O'Dell, Vice Mayor

Terry Churchill

Reinold A. Peterson

Gregory F. Collins

William C. Clark, City Manager

VISALIA CITY PLANNING COMMISSION

Juanita Hurlbutt, Chairman

Don Watters*

John Gates*

Pete Alvarado

Albert Pearson

Steve Chrisman

James Vidak

VISALIA CITY PLANNING STAFF

Greg Dowds, Planning Director

Danny Mao, Planner IV*

Fred Brusuelas, Planner II*

Phyllis Coring, Project Planner

Beverly Cates, Project Planner

Helen Shearer, Graphic Artist

Jim Baughman, Intern*

*Resigned

The City of Visalia would like to give special thanks to those citizens who participated within the General Plan Committees and gave so much of their personal time and effort to the planning of Visalia's future.

GENERAL PLAN CITIZEN ADVISORY COMMITTEE

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Robert A. Lytle, Vice-Chairman

INDUSTRIAL AND AGRICULTURAL SUB-COMMITTEE

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Steve Chrisman
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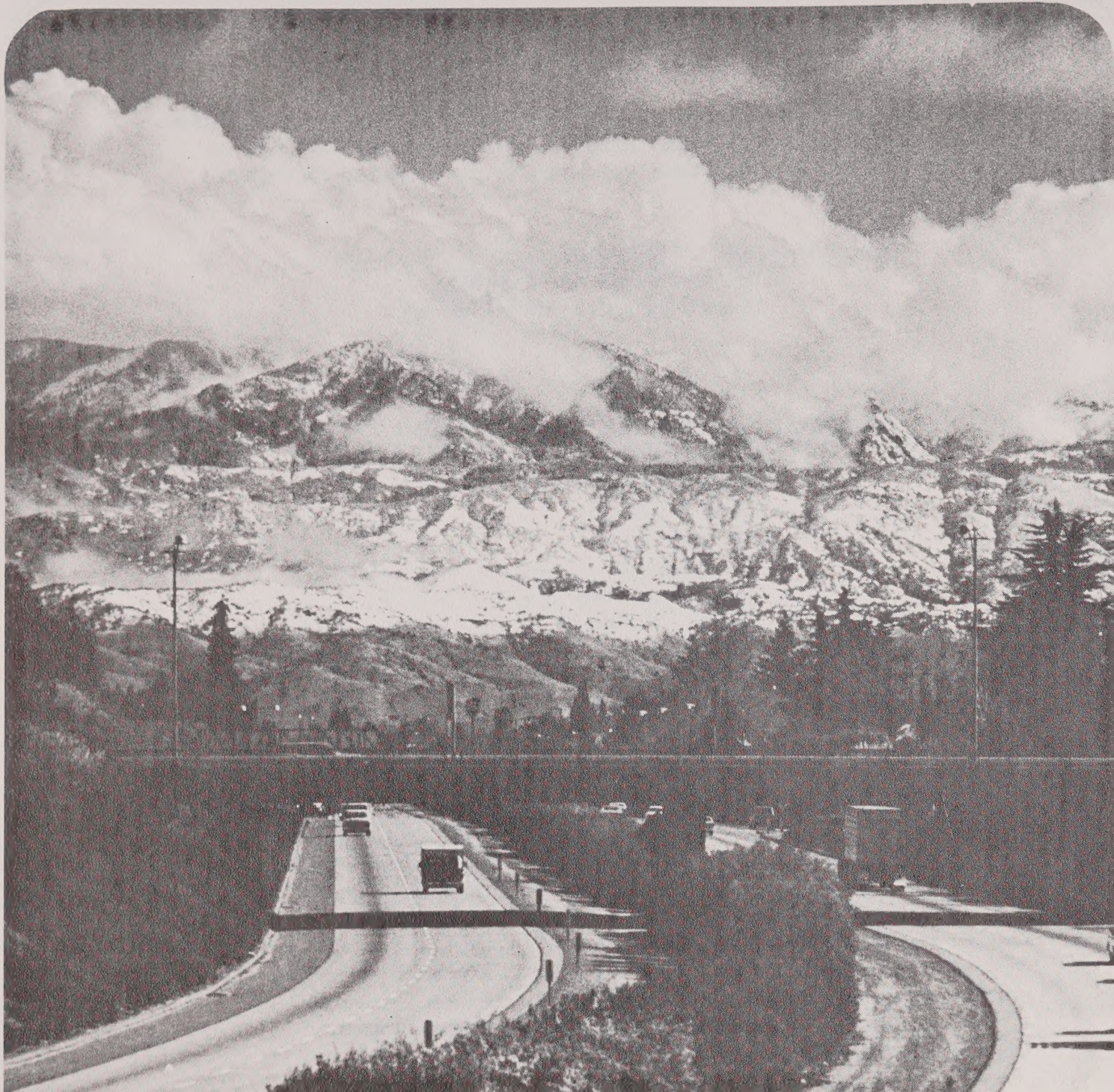


Photo by Larry Nylund

Visalia has achieved a reputation as one of the most beautiful and progressive cities within California. The open natural setting has been partially responsible for the high quality living environment, however, the primary responsibility is with the tremendous community concern for a high quality of aesthetics and maintaining a cohesive community.

TABLE OF CONTENTS

PREFACE	1
I. THE GENERAL PLAN PROCESS	2
A. State Requirements	3
B. Updating 1963 Plan	4
C. Local Legislative Need	8
II. THE VISALIA STUDY AREA	9
A. Physical Location and Characteristics	9
B. Population Characteristics	12
III. RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS	15
A. Interrelationship of Elements	15
B. Urban Boundaries	15
C. Environmental Resources Management	16
D. Scenic Highways	18
E. Housing	18
F. Noise	19
G. Safety	20
H. Seismic Safety	20
I. Historic Preservation	21
J. The Land Use Plan: The Consistency Requirements	22
IV. INTERGOVERNMENTAL COORDINATION	23
A. The Statewide Concerns	23
B. Local Agencies	23
V. CITIZEN PARTICIPATION	22
A. The General Plan Committee Process	26
B. Summary of the Committee Recommendations	26
C. Maintaining Community Input	38



VI.	SUMMARY OF POLICIES	39
A.	Summary of Agricultural Policies	39
B.	Summary of Industrial Policies	39
C.	Summary of Residential Policies	41
D.	Summary of Circulation Policies	46
E.	Summary of Commercial Policies	48
F.	Implementation Policies	52
VII.	ECONOMIC CONSIDERATIONS	53
A.	Need For Analysis of Economic Health Within the General Plan	53
B.	Economic Characteristics	53
C.	Cost Benefit Analysis	57
D.	Projected Economic Conditions	60
E.	Economic Impact of the General Plan Proposal	62
VIII.	CIRCULATION AND TRANSPORTATION	63
A.	Basic Concepts of Street Circulation	63
B.	The Classification and Function of Streets	64
C.	The Existing Circulation System	67
D.	Existing and Projected Traffic Demand	69
E.	Parking	73
F.	Bikeways	74
G.	Mass Transit	75
H.	Circulation Policies	78
I.	The Regional Transportation Plan	81
IX.	RESIDENTIAL DEVELOPMENT	88
A.	Existing Housing Characteristics	89
B.	Projected Residential Demand	96
C.	Residential Developments and Availability of Service Facilities	100
D.	Multi-Family Residential Analysis	100
E.	Mobile Homes	101
F.	Planned Residential Developments	102
G.	Urban Redevelopment Programs	103
H.	Rural Residential Agricultural Interface	105
I.	Ancillary Residential Facilities	106
J.	Residential Policies	108

X.	COMMERCIAL DEVELOPMENT	114
A.	Analysis of Commercial Classifications	114
B.	Visalia Trade Area Analysis	120
C.	Projected Commercial Demand	128
D.	Commercial Land Use Conflicts	131
E.	Commercial Policies	132
XI.	AGRICULTURE AND INDUSTRY	139
A.	Industry	139
B.	General Employment Characteristics	140
C.	Analysis of Existing Industrial Development	140
D.	Industrial Land Use Conflicts	142
E.	Planned Industrial Developments	143
F.	Industrial Policies	143
G.	Agriculture	145
H.	Analysis of Existing Agricultural Lands	145
I.	Agricultural Land Use Conflicts	145
J.	Protection of Prime Agricultural Lands	146
K.	Agricultural Preserves	147
L.	Agricultural Policies	148
XII.	COMMUNITY FACILITIES	149
A.	Schools	149
B.	Parks and Recreation	153
C.	Health Care Facilities	157
D.	Government Facilities	157
E.	Police Protection	158
F.	Fire Protection	159
G.	Airport	163
H.	Public Utilities	169
XIII.	IMPLEMENTATION	175
A.	Consistency of Zoning with the General Plan	175
B.	Conclusion	178
XIV.	ENVIRONMENTAL IMPACT REPORT	179
XV.	SELECTED BIBLIOGRAPHY AND REFERENCES	221



LIST OF TABLES

Table I-1	Population and Land Area Increase 1965 to 1975	5
Table II-1	Population Change 1960-1970	13
Table II-2	Population Projection	14
Table VII-1	Growth of Employment and Population	54
Table VII-2	Types of Employment	54
Table VII-3	Property Tax Summary Sheet	58
Table VII-4	Land Use Breakdown	58
Table VIII-1	Trip Ends by Land Use	69
Table VIII-2	North-South Daily Trip End Analysis	70
Table VIII-3	Urban Land Requirements 1975 to 1995	71
Table VIII-4	Projected Traffic Increases from 1970-1990	73
Table VIII-5	Tulare County Airport Inventories and Operations	78
Table IX-1	Housing and Neighborhood Characteristics 1970	94
Table IX-2	Housing and Neighborhood Characteristics 1975	95
Table IX-3	Housing Units by Type	95
Table IX-4	Population and Dwelling Unit Projections	97
Table IX-5	Mobile Home Parks	102
Table X-1	Taxable Transactions - 1974	123
Table X-2	Taxable Transactions Comparison of total Tulare County and City of Visalia 1965-1974	124
Table X-3	Median Household Income and Population of Cities in Tulare County	127
Table X-4	Trade Area Population Projection	128
Table X-5	Taxable Sales in Tulare County Cities	129
Table X-6	Percent of Increase of Taxable Sales in Cities of Tulare County, 1964-1974	130

Table X-7	Population Projection of Urban Area of Cities of Kings County	130
Table X-8	Population Projection Urban Area of Cities of Tulare County and Communities	131
Table XII-1	Visalia Unified School District	150
Table XII-2	Alarms, Fires and Causes-1975	161
Table XII-3	Required Fire Flow	162
Table XII-4	Historical Airline Activity	164
Table XII-5	Forecast of Total Annual Aircraft Operations	166
Table XII-6	Forecast of Peak Hour Passengers and Visitors	166
Table XII-7	The California Water Service Company - 1975	171
Table XII-8	Total Number of Gas Meters	173

LIST OF MAPS

Map I-1	Visalia General Plan - 1963	6
Map II-1	Regional Location Map	11
Map III-1	Urban Boundaries Map	17
Map VIII-1	Existing Circulation Systems	65
Map IX-1	Neighborhood Boundaries	90
Map X-1	Visalia Trade Areas	121
Map X-2	Design District	138
Map XI-1	Existing Industrial Development	141
Map XII-1	Community Facilities	151
Map XII-2	Airport Environmental Protective Zone	168

LIST OF CHARTS

IX-1	Median Family Income/Housing Chart	98
IX-2	Purchasing Power - Housing	99
X-1	Population Trends of Tulare and Kings Counties 1850-1970	126





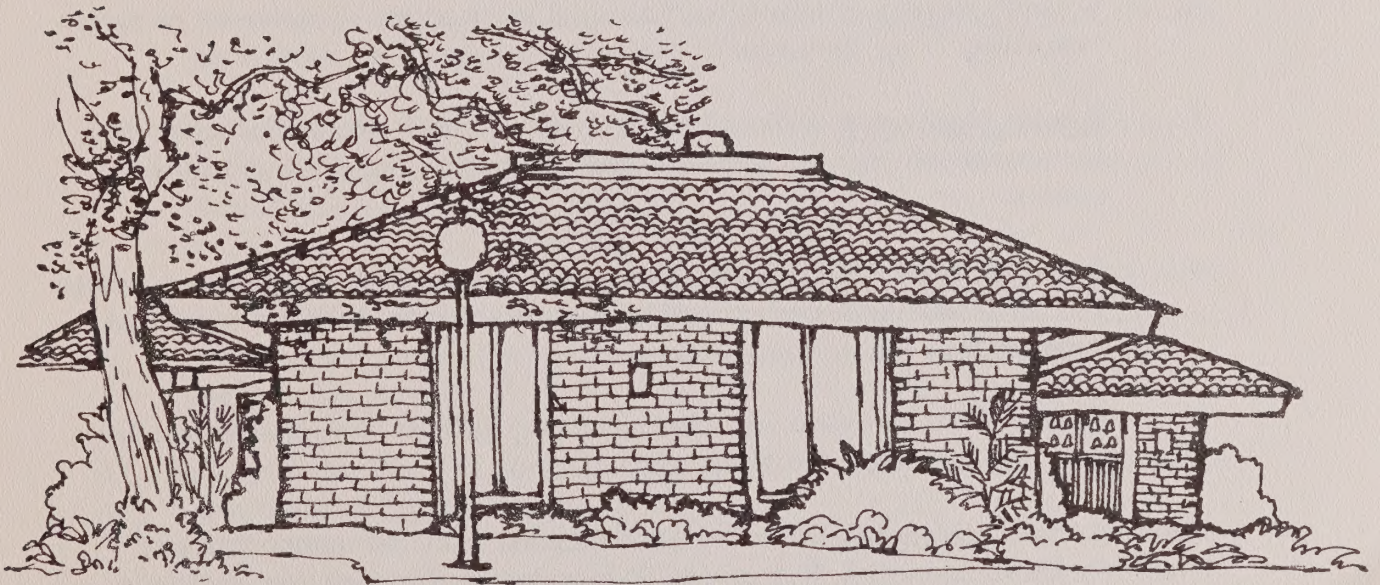
Chapter 1

General Plan Process

PREFACE

This report has been prepared in response to a continuing need for long-term planning for the City of Visalia. Also, it has been developed with the cooperation and interest of the citizens of Visalia and several local agencies.

The Visalia General Plan of 1976 is a collection of long range objectives, policies, and proposals concerning the physical, economic and social development of the City of Visalia. The primary purpose of the General Plan is to promote the general welfare of the entire community. Once the Plan is completed and adopted, the Planning Commission and the City Council will be able to use the Plan as a guide during the decision-making process and in the development of the community. Also, knowing that the local citizen, as a whole, has participated in the formation of the Plan, the City Council is assured that the Plan is in the best interest of the community as a whole and that the potential impact of their decisions will have a positive impact upon the future character of the City.



I. THE GENERAL PLAN PROCESS

The California Planning and Zoning Law , Sections 65300 and 65302 requires cities and counties to prepare and to adopt a general plan composed of nine mandatory elements. The nine elements are:

1. Land Use - Maps and text establishing policies for the distribution and location of land to be utilized for housing, commercial, industry and other uses, both public and private.
2. Circulation - Location of major roads and transportation routes. The circulation plan is directly related with the Land Use Element.
3. Housing - Standards and plans for the improvement of existing housing and for the provision of new housing development for all economic segments of the population.
4. Open Space - Preservation of natural resources and to provide adequate outdoor recreation opportunities to the general public.
5. Noise - Identification of noise levels associated with highways, freeways, public and private transit systems and ground facilities associated with airports.
6. Seismic Safety - Identification and evaluation of seismic hazards resulting from earthquake activity.
7. Scenic Highways - To provide policies and regulations for the development, establishment, and protection of scenic highway routes.
8. Conservation - Provisions for the comprehensive and long range preservation and conservation of open space land and natural resources.
9. Safety - To provide policies and regulations for protection from fire and geologic hazards.

General Plan elements with similar concerns may be consolidated. Visalia's Environmental Resources Management Element for instance, combines studies of Open Space, Recreation, and Conservation. The Land Use Element and Circulation Element are the primary concern of this report.

Since the Community of Visalia is dynamic in character, changes in the social, economic and physical character cannot be totally predicted or accounted for in the General Plan at the time it is written. These changes and necessary additions may be made in the form of an amendment. It is necessary that the General Plan be kept current and up-to-date so that it remains a viable tool to be used by the legislative body.

A. STATE REQUIREMENTS

The State of California requires the preparation and adoption of a General Plan by local governmental agencies, with specific criteria. Section 65300 of the Government Code directs each planning agency to prepare and the legislative body of each city to adopt a comprehensive, long-term general plan for the city and any land outside its boundaries which, in the planning agency's judgement, bears relation to its planning. It is therefore necessary that the agency preparing the general plan consult with other agencies which govern those areas in order to achieve harmony in land use planning.

The law requires the following procedures be followed during formation and adoption of the General Plan:

1. Local planning agency shall consult and advise with public officials and agencies, public utility companies, civic, educational and professional groups and citizens generally to insure maximum coordination.
2. When considering adoption or amendment of the General Plan, local jurisdictions are required to refer plans to other abutting jurisdictions and to LAFCO.
3. Adoption procedures are to include public hearings by planning commission and local legislative body; approval and endorsement by planning commission; adoption and endorsement by local legislative body.
4. Distribute Plan to jurisdictions which make decisions that effect the community or county.

Following adoption of the General Plan by the legislative body, the planning agency is required to:

1. Investigate and make recommendations regarding implementation programs of the General Plan.
2. Promote public interest in and understanding of the Plan and regulations.
3. Consult and advise (with others) on ways of carrying out the Plan.
4. Review public works projects as to conformity with the general plan (all real property acquisitions and dispositions, construction of buildings and other structures) according to the Government Code 65402.
5. Develop and adopt regulatory programs (zoning and subdivision ordinances, building and housing codes and other devices) which will implement the policies described in the General Plan.

B. UPDATING 1963 PLAN

Continual dynamic changes and advancements in technology and scientific research offer a myriad of potential innovations in a community. These cannot always be provided for or foreseen in a long-range plan for development of the City. New State and Federal legislation can also generate new requirements in city administration. Contemporary court decisions may also alter methodology of city planning. It is therefore necessary to reanalyze the concerns of the community for there may be new issues and problems never before considered which would have an impact upon the General Plan.

At the time of preparation of the 1963 General Plan, Visalia covered an area of 3,412 acres with a population of 17,825. By December of 1975, the City of Visalia has increased in size by 318% to 10,840 acres with a population increase to 34,750. The table (Table I-1) below indicates the population growth and land area increase for the period of 1965 thru 1975 in annual increments.

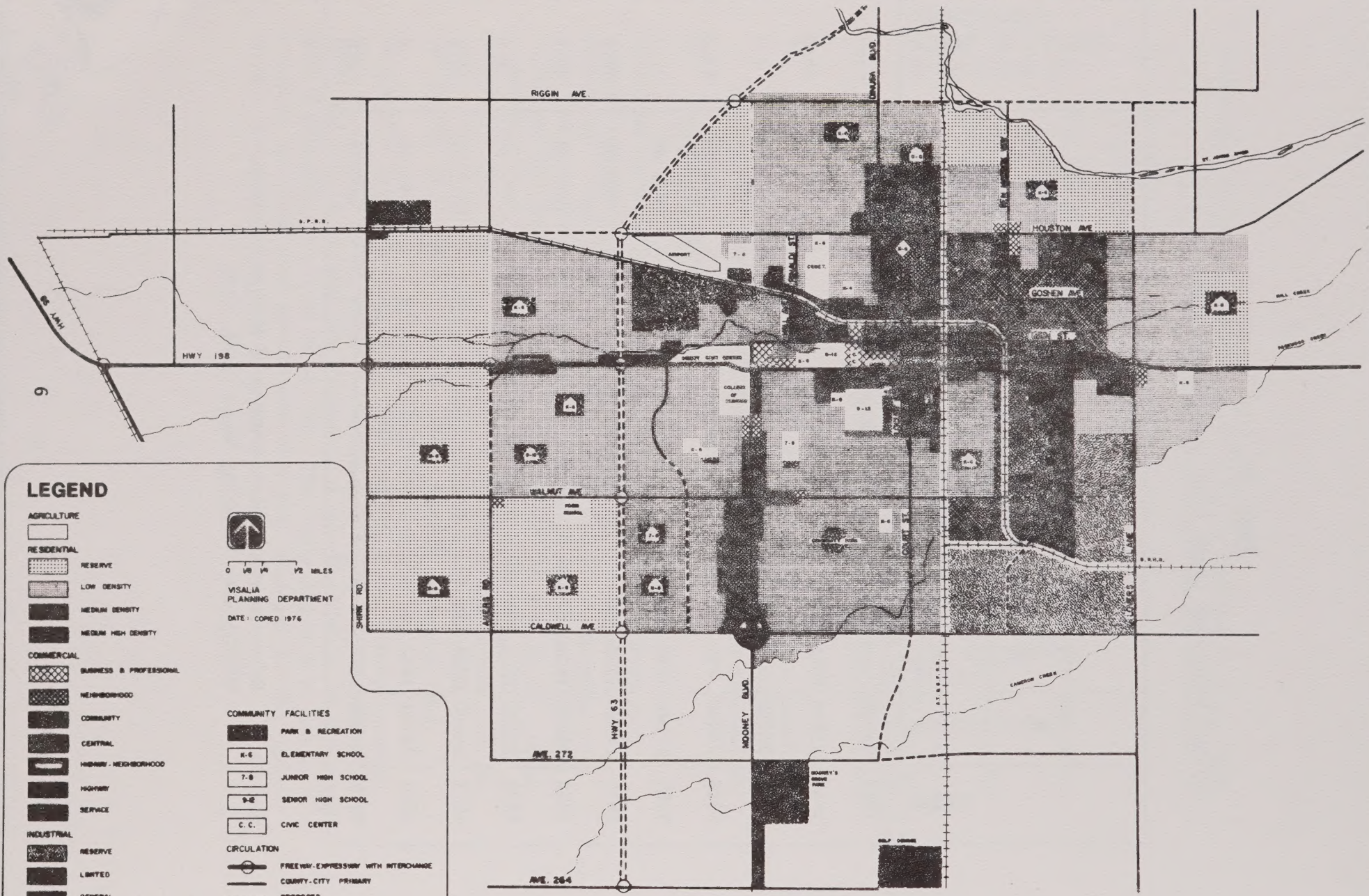
Table No. 1-1

POPULATION AND LAND AREA INCREASE - 1965 TO 1975

YEAR	POPULATION	ACTUAL NO. INCREASE	% INCREASE (1965) BASE	% INCREASE YRLY. INCREMENT	TOTAL ACRES WITHIN CITY LIMITS	TOTAL SQ. MILES WITHIN CITY LIMITS	INCREASE OF ACRES	% INCREASE IN ACRES IN YEARLY INCREMENTS
1965	21054	----	----	----	3862.41	6.04	----	----
1966	23600	2546	12.1	12.1	4630.49	7.26	768.08	19.9
1967	25100	1500	19.22	6.3	4914.11	7.68	283.62	6.1
1968	25800	700	22.54	2.7	6084.41	9.51	1170.30	23.8
1969	27000	1200	28.24	4.7	7121.75	11.13	1037.34	17.1
1970	27375	375	30.02	1.4	7930.05	12.39	808.30	11.3
1971	28950	1575	37.50	5.7	9191.95	14.36	1261.90	15.9
1972	30600	1650	44.91	5.6	9458.01	14.78	266.06	2.9
1973	31800	1200	51.04	3.9	10494.58	16.40	1036.57	10.9
1974	33132	1332	57.37	4.2	10579.51	16.53	84.93	.8
1975	34750	1618	65.05	4.9	10839.94	16.93	260.43	2.5

Source: Department of Finance, State of California, 1975
 Visalia City Planning Department, 1975

VISALIA GENERAL PLAN - 1963



It is obvious that the consequences of a 318% increase in land area and a 195% increase in population warrants different land use considerations. New locations for housing, schools and public facilities must be taken into account. Circulation patterns must be changed when established streets and roads have reached their maximum carrying capacity. The increased demand for goods and services by the increased population of Visalia as well as the increase in the remainder of the retail trade area must be met. It is necessary to up date the General Plan to establish an illustration of the current trends and to comprehensively plan for future needs.

Since the 1963 General Plan, new social, economic and community issues developed. An awareness of the need for ecological conservation brought state and federal legislation requiring environmental impact reports, analyzation of air and water pollutants, and increased citizen interest in ecological preservation. Oil shortages, and a concern over the limited supply of natural resources and conventional sources of energy emphasized the need to realize the proximity of residential areas to commercial and public uses. An efficient circulation pattern becomes an essential concern.

Within the community, physical changes of increased housing, commercial uses and public and professional services warrant re-appraisal of the General Plan. The airport expansion and subsequent re-zoning to protect housing from locating in an area severely impacted by noise and other airport related hazards, necessitates planning for additional housing in acceptable locations.

The 1963 General Plan indicated industry to be located within the southeastern portion of town adjacent to the Santa Fe railroad tracks. The development of the industrial park northwest of Visalia had not been anticipated at that time. Consequently, areas designated for residential as well as other uses were affected since the characteristics of industry limit the use of the land immediately adjacent to it.

It is evident that the General Plan, while long range in nature, needs periodic revision of those elements which have become obsolete. It is now necessary to re-evaluate the priorities, goals and concerns of the community.

C. LOCAL LEGISLATIVE NEED

The General Plan is a tool to be used by the Planning Commission and City Council in the decision-making process. It is a guide upon which the governing bodies may base decisions concerning the welfare of the community as a whole. By having an established set of planning policies, the commission and council are able to deliver decisions which are consistent and equitable to both the individual appearing before the body and the entire citizenry. The comprehensive plan will enable the legislative body to determine priorities in the placement and establishment of public services, since they will be able to analyze the long-range needs of the community.

The General Plan is the result of extensive consideration of public interest by a combination of citizen input and City staff. Decisions made in conformance with the General Plan therefore implement policies in the best interest of the public. Since abundant opportunity for citizen input is available during preparation of the Plan, the decision makers can be assured the desires of the public have been considered.





Chapter 2

The Visalia Study Area

II. THE VISALIA STUDY AREA

A. PHYSICAL LOCATION AND CHARACTERISTICS

Visalia is located within the eastern portion of the Central San Joaquin Valley. The two major metropolitan areas, San Francisco and Los Angeles, are approximately equidistant from Visalia. Visalia is the county seat of Tulare County which is the seventh largest county in land area in California. Sequoia National Park and a portion of Kings Canyon National Park are within Tulare County, with the entrance to Sequoia National Park located 40 miles to the east of Visalia on Highway 198. The national parks serve as recreational outlets for Visalian's as well as draw tourists through Visalia on route to the park. (Map II-1)

The central California coast is within 2½ hours driving time, providing Visalian's an opportunity to experience coastal landscape and climate in minimum travel time. The Sierra Nevada mountain range forms the eastern horizon. Visalia's close proximity to the mountains makes available exposure to another type of natural environment.

Snow-capped peaks and the majestic Sequoias are within a short drive east of Visalia. The physical location of Visalia allows for easy accessibility to both rural and urban atmosphere and a myriad of topographical and climatic conditions.

Visalia is built upon rich alluvial soil creating excellent conditions for agriculture. As a result of the rich soil and availability of water, the Visalia area appears green with foliage for most of the year. High amenity in urbanized areas is obtainable through landscaping of this excellent soil. Urbanization on this rich valley floor, however, reduces the amount of land available for agricultural purposes.

A major portion of the land in the Visalia area is classified as "prime agricultural soil." Obtaining a balance between urban and agricultural use is of community concern.



Valley Oak trees are native to the area and occasional groves break the otherwise mostly flat landscape. In order to maintain the amenity these trees provide, the City of Visalia enacted an ordinance controlling removal of Valley Oaks. Since this portion of the San Joaquin Valley has been in agricultural use for nearly a century, the oak trees are practically the only living representation of original natural foliage.

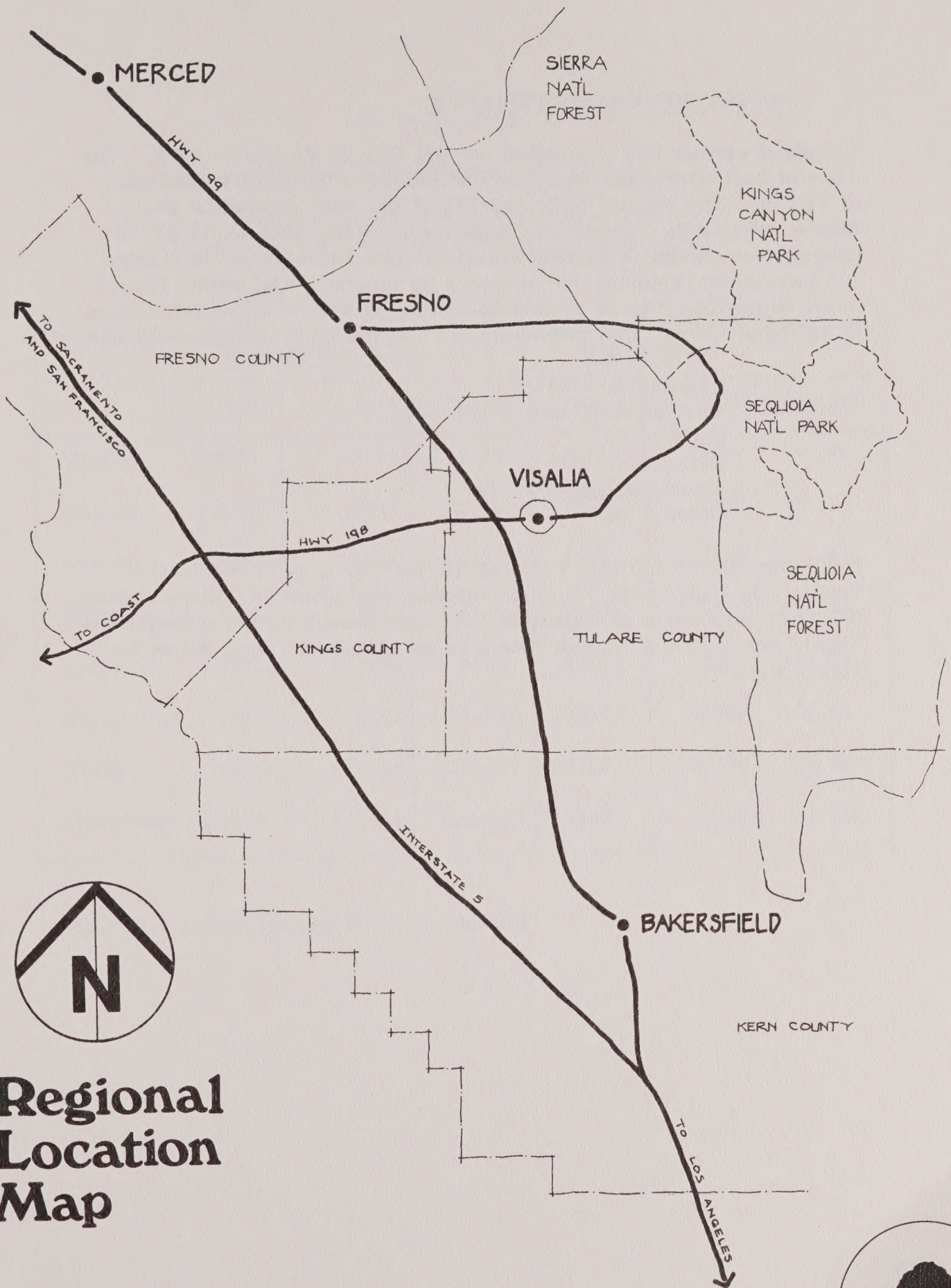
Some areas of Visalia are in transition from agricultural to urban use. Subdivision of walnut orchards has a possible advantage of combining new residential dwellings with mature trees. This provides new development with the amenity usually associated with well established neighborhoods.

Visalia is a regional trade center for Tulare and Kings County. There are two shopping malls and a viable central business district providing an array of personal and professional services. Due to the nature of a regional trade center, Visalia has more commercial activity than the City's population alone actually generates. Residents from throughout Tulare and Kings County come to Visalia to satisfy their retail, professional and personal service needs. This activity generates income to the City through sales tax as well as makes a wide range of goods and services immediately available in Visalia.

Recreational facilities include neighborhood and community parks, swimming pools, a theater, convention center and golf courses. The municipal airport, which is the only commercial airport in Tulare and Kings County, attracts travelers for both business and pleasure uses.

Visalia also houses the Tulare County Civic Center along with other state and federal offices. Other regional facilities include Kaweah District Hospital, a 224 bed hospital, the largest hospital between Fresno and Bakersfield.

Visalia's public community college, College of the Sequoias, occupies a 55 acre site within the City. It offers educational programs for students transferring to four-year institutions as well as terminal vocational occupational programs for students desiring two years of training. The College of Sequoias is currently instituting a four year bachelors degree program. Other educational facilities include the University of California Agricultural Extension Service, the Visalia Unified School District and three private elementary schools for grades K-8. The myriad of services and facilities available in Visalia provide an outstanding quality of life to all Visalians.



Regional Location Map

B. POPULATION CHARACTERISTICS

A special census was conducted for the City of Visalia in 1975. The State of California Department of Finance certified a 1975 population of 34,750. The results indicated 52% of the total population are female, 48% male. Length of residency indicated that while 22% of people have moved to Visalia within the last three years, a sizable 39% have been residents for 15 years or longer. The ethnic breakdown within the City of Visalia according to the 1975 Special Census is as listed below: (All responses are for the head of household only)

- Caucasian - 74%
- Mexican-American - 11%
- Black - 1%
- Oriental - .7%
- American Indian - .3%
- Other - 1%

Population charts indicate a higher percentage growth within the Visalia city limits than the other incorporated cities in Tulare County. Although annexation of inhabited land contributed to this change, the Visalia urban area's growth rate also exceeded any other cities in Tulare County.

Table No. II-1

POPULATION CHANGE 1960-1970

VISALIA AS COMPARED TO OTHER
TULARE COUNTY CITIES & THEIR URBAN AREA

	<u>Incorporated City</u>			<u>Urban Area</u>		
	<u>1960</u>	<u>1970</u>	<u>% Change</u>	<u>1960</u>	<u>1970</u>	<u>% Change</u>
Visalia	15791	27268	+72.7%	27800	40000	+43.9%
Dinuba	6103	7917	+29.7%	7400	9200	+24.3%
Exeter	4264	4475	+ 4.9%	5100	5500	+ 7.8%
Farmersville	3101	3456	+11.4%	3100	4000	+29.0%
Lindsay	5397	5600	+ 3.7%	6600	8000	+21.2%
Porterville	7991	12602	+57.7%	20000	25000	+25.0%
Tulare	13824	16235	+17.4%	18100	23100	+16.6%
Woodlake	2623	3371	+28.5%	2800	3600	+28.6%

Source: Tulare County Housing Element

Visalia's growth pattern has averaged an increase of 1660 persons annually as indicated by the years 1960-1975. Assuming the same annual growth, the following 20 year population projection will result:

Table No. II-2

POPULATION PROJECTION

<u>Year</u>	<u>No.</u>
1975	34,750
1976	36,226
1977	37,836
1978	39,436
1979	41,036
1980	42,636
1981	44,236
1982	45,836
1983	47,436
1984	49,036
1985	50,636
1986	52,236
1987	53,836
1988	55,436
1989	57,036
1990	58,636
1991	60,236
1992	61,836
1993	63,436
1994	65,036
1995	66,636



Chapter 3

Relationships To Other General Plan Elements

III. RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The General Plan consists of many elements, each concerned with a different aspect of community interest. Nine elements are mandated by the state, however, local agencies are free to include optional elements according to the needs of the local planning area. All elements included are to be integrated into one comprehensive General Plan. It is the intent of the General Plan to provide planning for future growth and change within the community. The individual elements of the Plan present specific policies, however each element must be consistent and serve as a cohesive unit with the other elements to provide an integrated General Plan.

A. INTERRELATIONSHIP OF ELEMENTS

The Visalia General Plan provides policies and recommendations concerning the development within the political jurisdiction of the City of Visalia and its area of influence; therefore, the elements of the General Plan are all, to some degree, related to each other. For example, there is a tremendous relationship between land use element and circulation element--accessibility affects the locations for residential, commercial and industrial development. However, they in turn affect traffic volumes and patterns of movement. Also, policies and proposals concerning seismic safety and conservation have direct relationships with public safety and open space respectively. One of the main purposes of the General Plan is to promote harmony and balance between and among conflicting forces of growth, conservation and development. Analyses have been made in the following sections, showing the relationship of other elements to land use and circulation.

B. URBAN BOUNDARIES

The formulation of urban boundaries and policies which will clearly identify the interface between future urban and agricultural lands is a vital component of the General Plan. The purpose of the Urban Boundaries Element is to provide the City Council and the general public with a clear plan for future annexations and development activities within the context of identified physical constrictions. This General Plan Element will be used as the basis for determination of approval or denial by the City Council, of annexation proposals, rezoning and subdivision activities within specific time frames.

The delineation of a specific boundary which identifies projected growth and development for a twenty (20) year time frame is an essential cornerstone of the entire General Plan process. The Land Use and Circulation Elements must be developed within a specifically delineated area, therefore, the establishment of a growth and development element is the first step toward a comprehensive General Plan. (See Urban Boundary Map)

C. ENVIRONMENTAL RESOURCES MANAGEMENT

The Environmental Resources Management Element combines three General Plan Elements; Open Space, Conservation and Recreation. The three environmental elements are so intricately related that state legislation provides for their common issues to be addressed on one document. The three phases of the Environmental Resources Management Element provide basic input to the Land Use and Circulation Element.

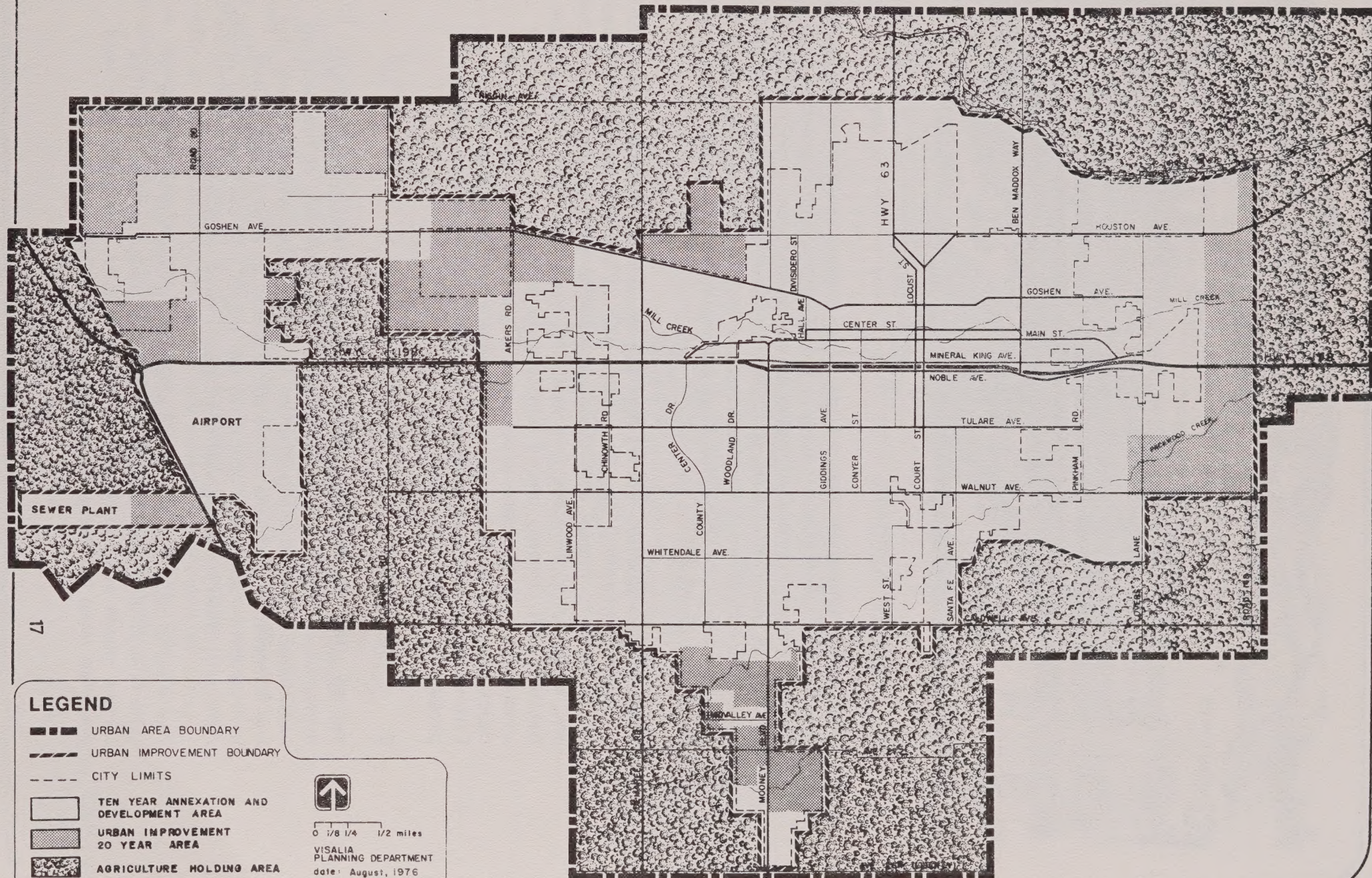
The Open Space plan provides for the preservation of areas unscathed by urbanization or development. No matter how small the area, it must be provided for in both the Land Use and Circulation Elements. Proper land use planning can assure certain areas will be free of development and that the surrounding land use will be compatible. Sites which are planned to be used for public open space or park lands can be included with the Land Use Element and with the Circulation Element designed to provide adequate access.

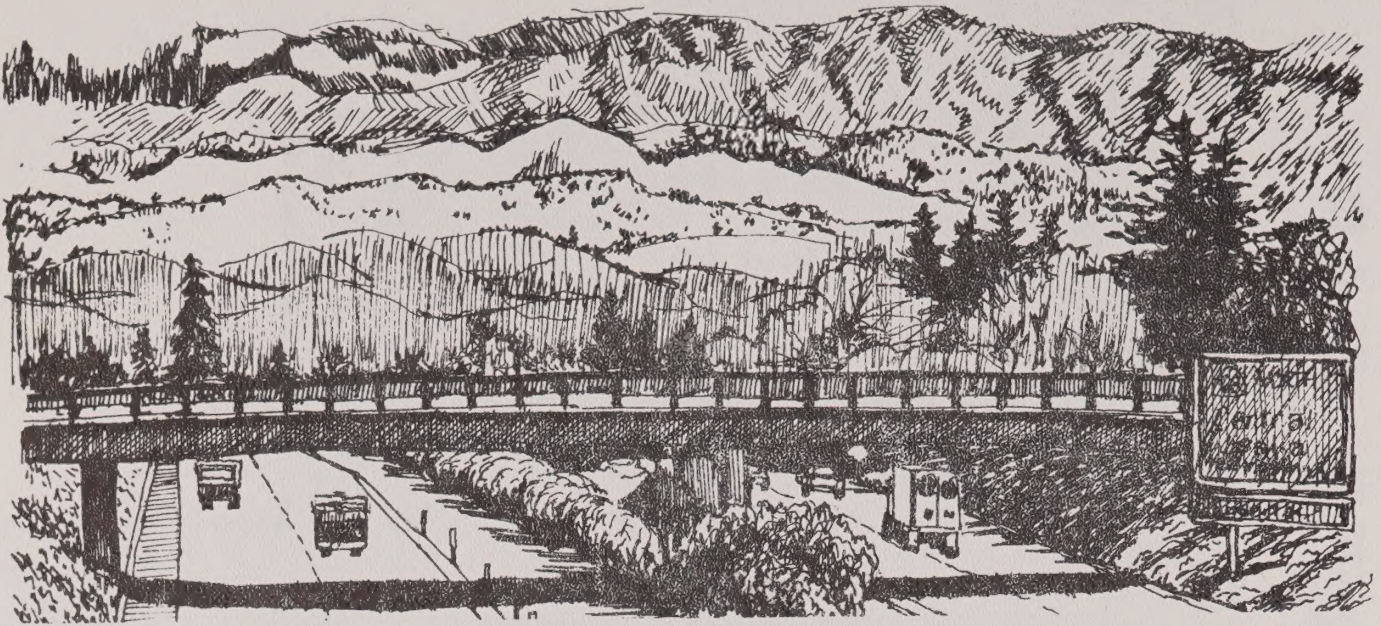
The Conservation portion of ERME is concerned with the conservation, development and utilization of natural resources. The element requires an inventory and appraisal of the community's natural resources. The conservation needs of the study area can then be reflected within the Land Use and Circulation Plans. Land use and circulation may then be planned in such a manner as to avoid unnecessary consumption of natural resources and protect watershed areas or any area which warrants special consideration.

Land use and circulation patterns are critical to the Recreation Plan since compatibility of the areas surrounding recreational facilities and the accessibility of recreational facilities to the public must be considered. The success of the recreation program is contingent on these two points so therefore the recreational needs of a community are included within the land use and circulation planning process.



VISALIA URBAN BOUNDARIES MAP





D. SCENIC HIGHWAYS

The Scenic Highways Element identifies those highways designated by the State of California as eligible for official scenic highway status and streets or routes designated as scenic by local agencies. The considerations of the designated highways effects the policies of land use and circulation. The local agency may choose to limit and control the uses along these highways which would have a direct impact upon land use planning.

The scenic highways, routes and streets are an integral part of the circulation element since they are a part of the transportation system. While there is special consideration given to open space, sign control, and landscaping adjacent to scenic highways and roads, their primary function still remains one of providing a means of mobility for the community. In the case of a scenic highway it may serve as the major transportation route; so is therefore, a critical part of the Circulation Element as well as the initiator of land use policies to protect its scenic character.

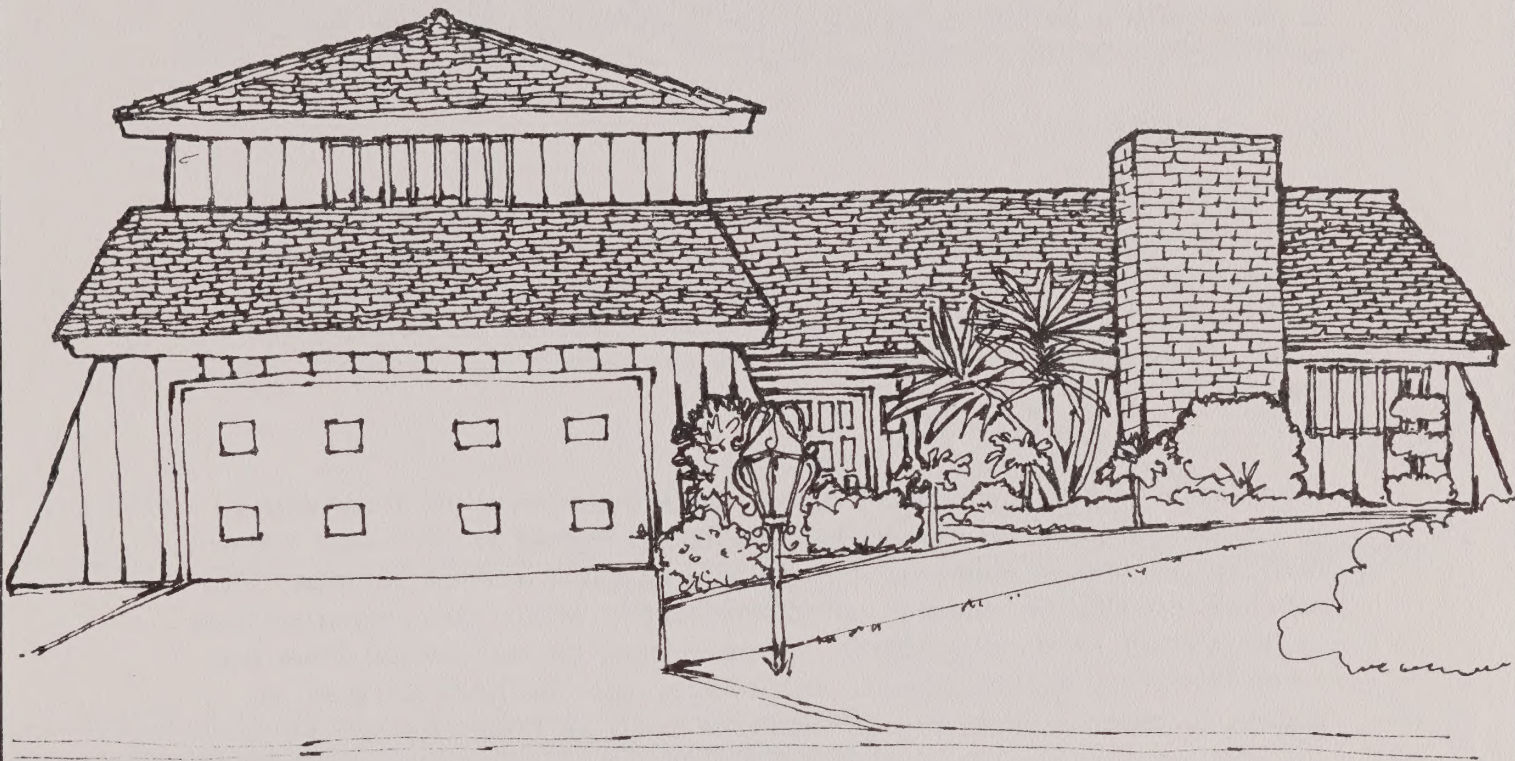
E. HOUSING

The Housing Element identifies a community's housing needs and formulates standards and plans for the improvement of the housing conditions. The Housing Element is interrelated with the Land Use and Circulation Elements since the location of where people live, their mobility and their access to the goods and services and employment are interrelated concerns of these three elements.

The density and location of housing determines the placement of schools and other public facilities. Each neighborhood requires certain goods and services in close proximity, therefore, the land use plan must be designed to accommodate those needs.

Also, the location of housing relative to other land uses determines a factor in the quality of the living environment. Therefore, it is imperative that the impact of other land uses adjacent to housing be compatible with activity of a residential nature.

The circulation pattern essentially is created to allow efficient movement of people to and from the residential areas to the commercial, industrial and public areas of the community. The circulation system, therefore, must suit the needs of the community, allowing people to reach their destination most efficiently while, at the same time, maintain the residential integrity of individual neighborhoods.



F. NOISE

The California Legislature stated that noise is one of the major forms of pollution and is seriously effecting residents of urbanized communities. In an action to combat the increasing impact of noise, the State has mandated that local agencies shall adopt a Noise Element as part of their General Plan. The Noise Element analyzes excessive noise generating uses (i.e. airport, industry, etc.) within the community as well as those uses which are critically impacted by noise (i.e. hospitals, elderly care facilities, etc.). It provides noise level standards acceptable for various land uses. The noise level effects

the placement of various uses and facilities around already existing transportation systems, since some uses are not as compatible to noise as are others. Hospitals and rest homes, for example, cannot tolerate as high an ambient noise level as would a shopping center. Although some uses cannot tolerate noise generated from a major street, they may be dependent upon that street for accessibility. The relationship between land use and circulation with the consideration of noise is a delicate balance.

The Noise Element depends primarily upon the Land Use and Circulation Elements to implement techniques for the reduction of noise conflicts. It may, for example, be a policy of the Land Use Element to physically separate noise identified generating uses from those identified as critically impacted uses.

G. SAFETY

The Safety Element is primarily concerned with community protection and preparedness during time of emergency or disaster. Awareness of potential problems such as flooding, and fire hazards can guide land use and circulation planning in such a manner as to minimize actual disasters and maximize effective prevention and property and life-saving techniques.

Circulation patterns critically effect the effectiveness of a community to respond to emergencies. Availability of access to all areas within the City is crucial in providing police, fire and rescue service. An efficient circulation pattern can dramatically reduce the response time of the public safety personnel. Access must be maintained from the safety facilities to residences, businesses and industry as well as access to other critical public services such as hospitals and schools.

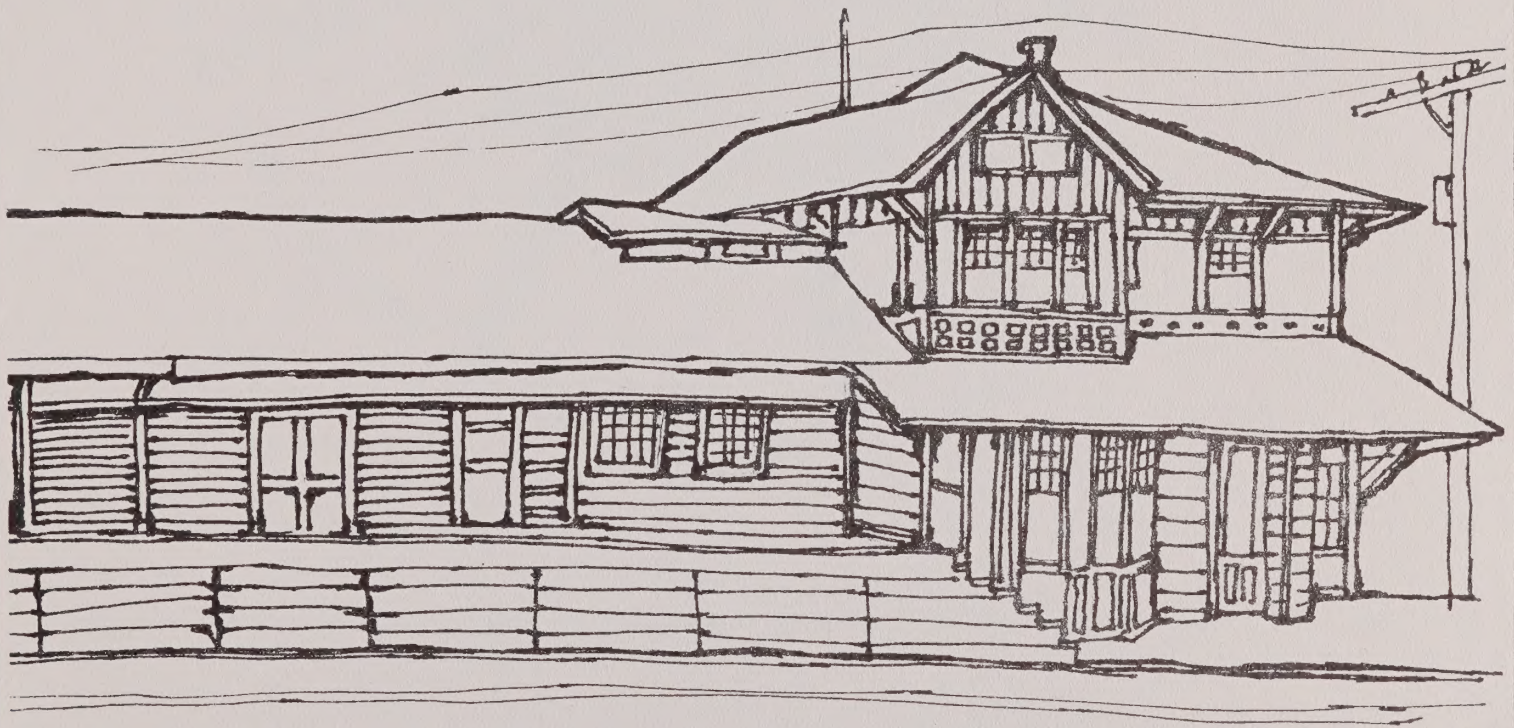
H. SEISMIC SAFETY

The Seismic Safety Element addresses hazards which occur due to ground faulting, shaking and failure as well as to the effects of seismically induced waves. Where a problem exists, consideration in land use and circulation planning can help prevent catastrophies by locating uses in the safest areas, by upgrading building code standards. The Building Code determines the construction specification for development within the particular seismic zone within which the planning area is located. In areas where the Seismic Safety Element has shown that the threat of damage by seismic activity is small, the Seismic Safety Element has only a minimal impact upon the land use and circulation patterns.

I. HISTORIC PRESERVATION

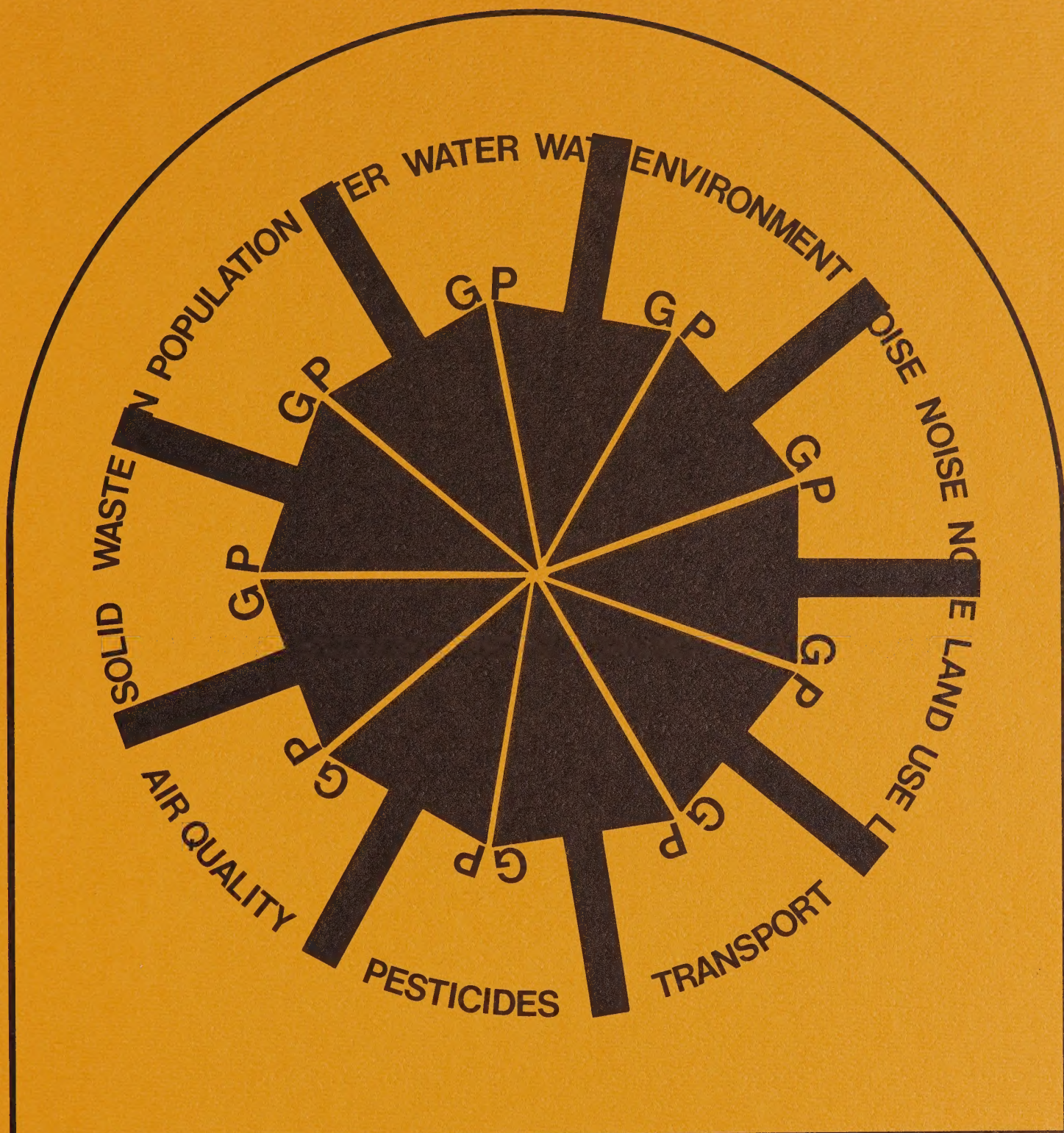
To maintain the historic flavor of a community, the State of California has offered an Historic Preservation Element as an optional element of the General Plan. The preservation of historic sites is related to the Land Use and Circulation Elements since places of historic interest could be used by the public as a mini-park, museum or maintained in its natural state. Awareness of the locations of historic sites is imperative in land use and circulation planning, whether they be archeological sites, examples of period architectural form or a site not be desecrated by urban development.

Acknowledgement of historic sites within the planning area, and their consideration in the Land Use and Circulation Elements will help to preserve their character and importance. Without this consideration they will continue to be lost.



J. THE LAND USE PLAN: THE CONSISTENCY REQUIREMENTS

Both the State legislature and the courts have not only required that cities and counties adopt a General Plan, but must also develop regulations to implement the Plan. The Government Code (Section 65860) provides that the jurisdiction's zoning ordinance and its application to land must be consistent with the General Plan. And, according to state law that the consistency must be established within a reasonable time. The Zoning Ordinance is consistent only if: "The various land uses authorized by the ordinances are compatible with the objectives, policies, and general land uses as specified in the Plan." This consistency is intended to assure that current land use decisions are always made in the context of long-range objectives.



Chapter 4

Intergovernmental Coordination

IV. INTERGOVERNMENTAL COORDINATION

A. THE STATEWIDE CONCERNS

Policies made within a particular community may effect others throughout a much larger area. For that reason, the State of California intervenes with goals and policies pertaining to various concerns of the State. Among the areas mentioned in a document prepared by the State Office of Planning and Research are: air quality, land use, noise pesticides, population, solid waste, transportation, water and environmental resources and hazards. Decisions and policies made in these areas effect the population of a wide area by consuming or altering natural resources which are everyone's responsibility. The state has imposed regulations and standards in order to protect land and water resources, and preserve and enhance environmental quality threatened by urban expansion, or in-compatible public or private use. State interest in local planning activities and facilities is intended to assure consideration of all affected by policy decisions and not just those within the planning area. Therefore, it is extremely important that the local agency be aware of and communicate with the State on matters which have an impact on the growth and development of the community. Although, at the present time, there are no specific requirements for state and local coordination, the Government Code does require that:

1. An adopted Open Space Element be submitted to the Secretary of the Resources Agency (Section 65563).
2. Housing Element to be prepared according to the regulation's established by the Departments of Housing and Community Development (Section 65302 "c").
3. State and other agencies responsible for any transportation facility are to provide a statement to city and county planning agencies regarding present and projected noise levels associated with their transportation facilities. (Section 65302 "g")

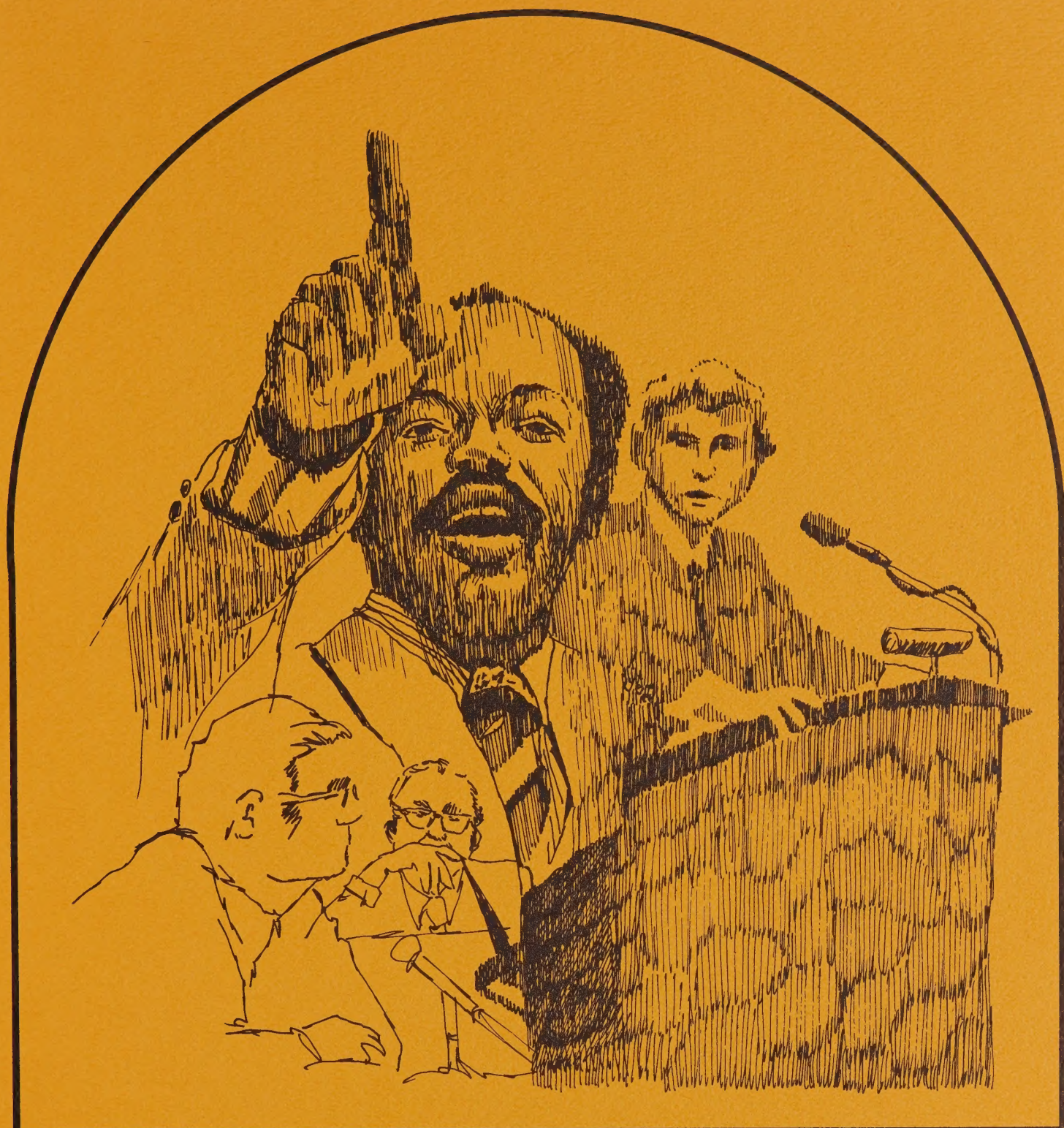
B. LOCAL AGENCIES

The General Plan provides plans for future land use areas within the jurisdictions of both the City of Visalia and the County of Tulare. The line of demarcation for the General Plan was established by the Urban Boundaries Element adopted by the Visalia City Council September 15, 1975. Since the City's General Plan designates areas for land uses beyond its jurisdictional boundaries, cooperation between the County of Tulare and the City of Visalia is essential in order to assure sound comprehensively planned growth.

The land which is currently located outside of the City's incorporated boundaries will probably remain unincorporated for many years. Tulare County must then practice strong enforcement of all policies adopted by the City of Visalia in order to assure that the development which is allowed by the County is equal and uniform to the development standards which are required by the City of Visalia. Through joint cooperation between Tulare County and the City a comprehensive plan can be initiated.

In realizing the necessity for co-operation, Tulare County has, as a matter of practice, adopted the General Plans of the individual cities throughout the County. Tulare County adopted a policy (within their "Urban Boundary Element") to forward any request for urban development within an urban fringe area, to the effected city for their review and comment. The County will consider the cities recommendation in the decision making process. The referral process recognizes that the City will eventually inherit the development which occurs within the unincorporated fringe.

A General Plan which is formulated by the City within the Urban Boundary will be a beneficial tool for both the City and County governments. The Tulare County Urban Boundaries Element states that a secondary function of the urban boundaries is to "preserve and protect the agricultural economic base of the County by identifying the breakpoint between authentic rural economic base of the County and potential urban development areas." Leap frog growth complicates the problem of providing city services and has a severely negative impact upon peripheral agricultural lands. The General Plan indicates how the city will function physically out to that line of demarcation. Efficient cooperative planning will aid the operation of City as well as to protect the unincorporated area from urban expansion.



Chapter 5

Citizen Participation



V. CITIZEN PARTICIPATION

The California Planning and Zoning Law (Section 65304) requires planning agencies to "consult and advise with public officials and agencies, public utility companies, civic, educational, professional and other organizations and citizens generally to the end that maximum coordination of plans may be secured and properly located sites for all public purposes may be indicated on the General Plan."

Since the General Plan is a long-range and comprehensive document which is to serve as a guide by the decision-makers, it is extremely important that the final adopted Plan reflects the needs and the attitudes of the people within the community. The public needs to be aware and approve of the intended ultimate result. The desired future character of the community needs to be the foundation upon which the Plan is built.

It is for these reasons, that it is imperative for the citizenry to participate in the creation of the Plan. Only through this input will this local governmental agency know what direction the Plan should take. Citizen participation also raises the level of community support during the time of implementation. This cooperation will add to the success of the plan.

A. THE GENERAL PLAN COMMITTEE PROCESS

The success to the development of the General Plan has been the contribution of citizen committees in providing the goals and policies that have served as a guideline for this Plan.

The Visalia City Council, at it's April 7, 1975 meeting, adopted a resolution instructing city staff to prepare procedures to create a General Plan Land Use Committee. Staff presented the program to the Council on April 21, 1975. Notification of the formation of the committee as well as applications for appointment were subsequently published in the Visalia Times Delta. The committee members were appointed to their positions June 2, 1975, and were assigned to one of four sub-committees.

The sub-committees were established so that each of various areas of land use and circulation could be studied in depth. The four sub-committees were concerned with the following; circulation, commercial and office, industrial and agricultural, and residential uses. The sub-committees met bi-weekly to discuss problems, alternatives and policy changes in their area of concern. Each of these sub-committee meetings were announced in the local newspaper and were open to the public.

Although the 36 committee members represented a good cross-section of the community and a mixture of long time residents and newcomers, the citizens involvement process included opportunities for the entire community to participate. Once the sub-committees had formulated solutions to the problems which were earlier identified, they met in joint session to resolve any conflicting proposals. The final proposals of the committee were presented to the public on December 18, 1975 during a meeting which was broadcast live over a local radio station. The general public also had an opportunity to add additional proposals at this meeting.

B. SUMMARY OF THE COMMITTEE RECOMMENDATIONS

After having many meetings, the final recommendations proposed by the General Plan Land Use Committee were presented to the public on December 18, 1975. The summary of the proposed policies are as follows;

1. Commercial Committee Policies

The policies of this committee are broken down into categories which represent the various types of commercial facilities within the community.

a. Neighborhood Commercial:

"The existing locational policy for neighborhood commercial centers shall be retained." The current policy limits a neighborhood commercial center to one corner of the intersection of major arterial streets which are located at one mile separations. The commercial can be granted in conjunction with an approved planned unit development only and it is available to the first corner with an approved plan, exclusively.

"The maximum size of a neighborhood commercial center shall be two and one-half acres."

"No tenant within a neighborhood commercial center shall occupy more than 50% of the total buildable area."

"The planning commission shall carefully evaluate the permitted and conditional use list within the C-1 zone to place only those commercial uses which are clearly of a neighborhood nature within the permitted use list, with the remaining uses classified as conditional uses. The intent of the conditional uses is to allow a commercial enterprise which could be of a regional nature but of a low traffic volume generator, to be considered for approval."

"Meaningful construction of neighborhood commercial must begin in 2 years from the date of the approval of the PUD. Time extensions for extenuating circumstances, may be granted, not to exceed one year. If no construction has begun within the allotted time the commercial portion of the PUD will be lost.

b. Retail Commercial:

The committee voted unanimously that there is no commitment for the city or the committee to apply commercial zoning to properties along Mooney Boulevard south of Packwood Creek other than the legal commitment of existing zoning.

The committee voted to halt commercial expansion along Mooney Boulevard at Packwood Creek.

Committee voted to develop the commercial plan on a 10 year basis only with new retail commercial developments to be located at the following areas:

- (a) Expansion of Mooney Blvd. to full potential of 240 acres contiguous to commercial zoning, north of Packwood Creek.
- (b) Ben Maddox from Highway 198 to Tulare - 55 acres of retail commercial.
- (c) A commercial strip between Ben Maddox and Lovers Lane to a maximum depth of 500 feet.
- (d) Lovers Lane and Highway 198 interchange.
- (e) Number of acres added in each area to meet 10 year demand for retail:

Mooney expansion: 100 acres

Ben Maddox & Highway 198: 55 acres

Strip from Ben Maddox to Lovers Lane: 10 acres

Lovers Lane and Highway 198: 20 acres

c. Downtown

Due to limited potential for expansion of commercial facilities downtown, the committee found that, although commercial would be desirable, additional C-3, central commercial district, development would not seem feasible at this time.

d. Offices

Lots fronting onto Noble Avenue from West Street to Ben Maddox be indicated as an office use.

All land area bordered by Race, Santa Fe, Willis and Oak other than that zoned C-3, central commercial district, be shown for offices.

College Inn property be shown for offices.

The area south of Highway 198 (approx. 90 acres) from Crenshaw to Roeben Road be shown P-A, Professional and Administration Office District, five acres to a maximum depth of 1200 feet.

The area which is presently zoned for P-A, within the vicinity of the Visalia Medical Clinic, be shown for offices with the remainder for residential.

Both sides of Court Street from Walnut to Paradise is to be shown for P-A, Professional and Administration Office District, not to exceed the depth of existing office development.

Properties fronting onto Main Street from Ranch Road to Sunset Drive are to be shown for offices.

e. Highway Commercial

South side of Highway 198 from Demaree to Crenshaw is to be shown for highway commercial to a maximum depth of 500' and that the north side of Highway 198 from the Lamp-liter to Crenshaw be shown for retail commercial to a maximum depth of 300 feet.

The land area from 198 to 1/4 mile north of 198 and S.R. 99 to the Road 80 interchange is to be shown for highway commercial with 5 acre minimum parcel sizes.

f. Service Commercial

That the commercial/industrial area east of the central business district be maintained as the primary area for future service commercial expansion.

g. Miscellaneous Policies

The City should establish design control policies to govern any commercial, multiple family residential, office and industrial developments within the city.

2. Circulation Committee Policies

The recommended policies of the circulation committee are shown as follows:

a. Recommend ways to improve traffic flow on the north-south and east-west streets.

The committee recommends that a classified street network be developed to move people and goods in the Visalia urban area. This will be done by the establishment of a grid system of major and minor arterials and collector streets.

Major arterials will be designated every two miles. Minor arterials will be designated between the major arterials. Collector streets will be designated between the arterials.

The committee recommends these minimum rights-of-way of the following street classifications: Major arterial, 110'; minor arterial, 84'; and collector streets, 64'.

To improve traffic flow, this committee recommends that ingress and egress be restricted on major arterials. It is further recommended that direct access from living units to major arterials not be allowed.

The designated arterials are:

North - South

Major arterials:

Akers Road
Mooney Blvd.
Locust-Watson-West Sts.
(one way south)
Court St. (one way north)
Lovers Lane

Minor arterials:

Shirk Road
Demaree Road
Ben Maddox Way

East - West

Major arterials:

Riggin Road
Highway 198
Caldwell Ave.
Liberty Ave.
Noble Ave.
(one way east)
Mineral King
(one way west)

Minor arterials:

Goshen-Houston
Walnut Ave.
Avenue 272

A minority report was presented concerning the extension of Mooney Blvd. north of Main Street. It was felt this would only worsen the problem presently existing on the boulevard.

- b. The elimination of parking along Mooney Blvd.

To improve traffic safety the committee recommends the elimination of on-street parking along Mooney Blvd. from Main Street south to Liberty Ave. without adding additional traffic lanes.

- c. A need for more bike lanes and the establishment of bike paths throughout the City.

The committee recommends that bike lanes be considered to schools and the four major recreational areas. It is felt that bicycle lanes should not be located on arterials

but rather on collector streets. Also, establish a citizens' committee to study the entire plan and make further recommendations where bicycle lanes should be located. For the bicyclists' safety, it is further recommended that on-street parking be prohibited on congested streets within a three block area of any school during school hours.

- d. A need to develop a city-wide transit system.

The committee realizes that the development of a transit system would be impractical at this time. However, we also realize the need for providing transportation for the elderly, needy and handicapped. Because of continuing studies being made at the present time and because of new legislation regarding transportation for the elderly, and disabled, it is the recommendation of this committee that an on-going committee from the public and private sectors be established to investigate, evaluate and recommend alternate transportation systems.

- e. Provide adequate commercial routes on streets other than those through residential areas.

Through truck traffic should be discouraged or prohibited on two-way streets of less than 60' curb to curb except on designated arterials.

- f. Recommend the development of a review procedure prior to the placement of schools.

It is the committee's recommendation that prior to the planning and purchasing of any additional school sites, the Visalia Unified School District consult with the City and County staffs. It is also recommended that elementary school children not cross arterials to attend school.

- g. The committee recommends that the City of Visalia Planning Department develop and implement regulations governing street names that sound alike, e.g. Laurel, Laura, and the classification of streets as running north/south and avenues as running east/west.

- h. Since traffic safety for all the citizens of Visalia is of primary importance to this committee, it is recommended that the City hire an experienced transportation engineering and planning professional to work on a full time basis with the existing City staff, the elected or appointed City officials, and citizens, toward this goal.

3. Industrial-Agriculture Committee

a. Industrial Development (Discouraged or Prohibited)

Industrial growth and development should be discouraged in the southeast area of Visalia as it was indicated in the 1963 General Plan.

Industrial growth and development should be prohibited along Mooney Boulevard.

Oppose any industrial uses along Highway 198 within the scenic resources areas, and propose a specific scenic corridor plan that will protect the corridor and maintain a high aesthetic value into the City of Visalia.

The Committee recommends that there shall be no industrial development west of Highway 99.

b. Future Development

The Committee recommends that provisions be made to enhance any future development along Mooney Blvd. in the form of upgraded development standards, specific plans or a scenic corridor element that will achieve a high aesthetic value for such development.

c. Land In Agricultural Use

The Committee recommends that an agricultural preserve program be established in the City of Visalia by the City of Visalia as prescribed by the State of California Land Conservation Act, better known as the Williamson Act and locally referred to as the Agricultural Preserve Program. It shall be the intent of this recommendation to prohibit rural or urban activities which disrupt the ecological, or physical balance of agricultural production, in addition to providing a viable method of property tax evaluation for the perpetuation of agricultural production. Furthermore, it should be the policy of the City of Visalia to permit agricultural preserves in those areas which are not designated for future urban growth and development as established by general plan elements and policies.

The Committee recommends that the property zoned R-1-6, one family residential district, 6000 sq. feet, east of Mooney Blvd. and south of Packwood Creek be designated as an agricultural use. The redesignation of the land use should only occur if the City initiates an agricultural preserve program and if there is a policy formulated which would prohibit urban development south of Packwood Creek.

d. Land Use Recommendations for Specific Areas or Sites

PREFACE (The northeast corner of Tulare and the Southern Pacific tracks, better known as Westinghouse, is presently zoned M-1, light manufacturing). Less than 20% of the manufacturing property is actually being used for a manufacturing use. The remaining property, approximately 80%, is utilized for agricultural purposes. This manufacturing property was originally designated in conformance with the 1963 Visalia General Plan and stands as an industrial island surrounded on the west, east and south by residential and agricultural land uses.

It is the consensus of the Industrial/Agricultural Committee that an alternative land use be encouraged on the remaining M-1, light industrial, property to conform with new growth management policies now being formulated for the future growth of the City of Visalia.

PREFACE (Existing properties which are zoned M-1, light industrial, and M-2, heavy industrial, being located northeast of the central business district, are presently situated in an area which has a mixture of land uses abutting those manufacturing properties. Land uses such as single and multiple family residential are adjacent to manufacturing and high commercial uses. These undesirable land use relationships create untold nuisances and inconveniences in a centralized location of the City which should have more desirable land use relationships.)

It is the determination of the Industrial/Agricultural Committee that new development in this area be closely managed to compliment existing land uses in a manner that will be a contributing factor to revitalize the area through a planned development concept and improved development standards through the Ordinance Code of the City of Visalia.

PREFACE (Future growth areas for manufacturing uses should be encouraged in areas that have poor or inadequate soils for agricultural production and in an area that has highly suitable transportation systems such as air, rail and street. Future industrial growth areas for manufacturing should also be encouraged to be developed in an organized fashion such as a planned industrial development concept.)

It is therefore the determination of the Industrial/Agriculture Committee based on the mentioned criteria, that the northwest portion of the Visalia urban area be the area for future manufacturing development, to include the introduction of a new zoning classification of a "Planned Industrial Zone".

The following are policies adopted at a later date:

The agricultural and industrial committee recommends that the current industrial zoning ordinance be modified to a single planned industrial zone with staff level review of performance standards.

The agricultural and industrial committee recommends that areas be designated for residential agricultural use in a form of a residential convertible design concept where it is applicable to lend itself to future urban uses which are currently in predominant urban fringes adjacent to agricultural uses. (Careful study should be conducted to insure the proper location of such areas as it directly pertains to general plan policies and future anticipated growth areas.)

It is the determination of the industrial and agricultural sub-committee to encourage optimum land utilization of urban development in a manner that will be compatible and complimentary to the preservation of agricultural lands.

4. Residential Committee

a. Growth

The Committee endorses the urban improvement boundaries and urban boundary lines as stated in urban boundary plan excluding the area south of Packwood, as a means of promoting desirable growth within the City of Visalia.

Establish guidelines to discourage leap frog development.

Continue to develop incentive methods to encourage growth in a particular direction such as annexation and utilities.

b. New Developments and Housing

Continue to require underground placement of utilities in new developments.

Continue to encourage planned unit development of all subdivisions with an overview of planned development of all residential areas regardless of size. Consideration given to adding maintained lakes and ponds to receive storm drainage for percolation.

City should continue to promote residential urban renewal programs.

c. Integration of Various Land Uses

Develop workable methods of integrating mobile home parks within residential areas with conditional use permits for controls with no more than 40 acres considered for this use.

The buffer between commercial and residential use should be considered as to its effectiveness instead of only considering multi-family dwellings as buffers. Buffers other than multi-family could be screening, planting areas, etc.

d. Miscellaneous Policies

Visalia Unified School District and City of Visalia should continue to work closely to encourage schools and parks to be located within walking distance of any residential area.

The City of Visalia should start construction of new parks when 50% of the residential area has been developed.

Minimum standards should be established relative to egress and ingress when residential housing is located on major or minor arterials.

Consider a program to eliminate overhead utility lines, when possible and discourage increased use of existing lines.

4. Residential Committee Policy Proposals

- a. Continue to encourage Planned Unit Development of all subdivisions with an overview of planned development of all residential areas regardless of size. Allowing a variety of lot sizes, setbacks, side yards, styles, design and density in a harmonious manner with open areas for parks and green belts included in the plan. Also when feasible consideration should be given to adding maintained lakes or ponds to receive storm drainage for percolation.
- b. Develop workable methods of integrating mobile home parks within residential areas with conditional use permits as controls. In considerations of conditional use permits, even for minimum mobile parks amenities, such items as; green areas, common play areas be made part of submittals. Be it also recommended that no more than 40 acres be considered for such parks.
- c. The Committee endorses the Urban Improvement boundaries and Urban Boundary lines as stated in urban development plan excluding area south of Packwood Creek, as means of promoting desirable growth within the City of Visalia. Also, consideration of methods that will discourage elongated growth be continued.
- d. The zoning and design of residential areas should result in well planned neighborhoods that will:
 - minimize cross traffic.
 - consider conservation of farm lands.
 - encourage public transportation where feasible.
- e. Recommend that the emphasis be on the effectiveness of buffer zones instead of multi-family as a general rule. If multi-family is used, adequate screening should be considered. These effective buffers should be provided on the commercial property between non-residential and residential areas. These buffers may be screening, planting areas, etc. Be it further recommended that the City establish definite policies to implement the buffer concept, in terms of minimum setbacks, type and height of fences, density of landscaping, etc.

- f. Recommends that Visalia Unified Schools and City of Visalia continue to work closely to encourage schools and parks to be located within walking distance of any residential area. We further recommend that the City start construction of new parks when 50% of the residential area has been developed.
- g. Recommends that when residential housing is located on major or minor arterials. Minimum standards should be established relative to ingress and egress.
- h. Recommend that the City continue to promote residential urban renewal programs, and also look for additional means of improving existing housing such as Federal or local low interest loans. Encourage owners of sub-standard homes to use programs such as self help, Advisory Committees and Neighborhood Projects, as a means of improving existing residential areas.
- i. Recommend that the City establish guidelines to discourage leap frog development. Such as city sewer service, utilities, etc.
- j. Continue to require underground placement of utilities in new developments, also study feasibility of a program to eliminate future, when possible, overhead lines and discourage increased use of existing lines.
- k. Continue to develop incentive methods to encourage growth in a particular direction such as annexation and utilities. Recommend that the city consider prorating the development expenses for each phase of construction rather than total expense at the onset of development.
- l. That the City continue to keep tight controls on home occupation requests to insure protection of existing improvements and prevent detrimental effects to surrounding areas.

C. MAINTAINING COMMUNITY INPUT

Implementation of the policies presented in the General Plan will require the support of the citizenry. It is, therefore, critical that the public continue to provide input after the adoption of the official plan. Some areas of the General Plan address situations which can best be judged by its level of practicality. Public response to programs established by the Plan will help determine their effectiveness where problems continue to persist, suggestions on the part of citizenry can foster alternative plans to fulfill their specific needs. The General Plan is a process rather than an iron-clad conclusion statement. Citizen participation should not stop at the time the Plan is adopted. Joint effort between city staff and the community is necessary to use the Plan to its optimum to create the type of community character intended. Should community needs and desires change, then the General Plan should be amended to reflect those changes.

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Chapter 6

Summary Of Goals & Policies

VI. SUMMARY OF POLICIES

Any element of a General Plan consists of two parts; the text and map. The Land Use and Circulation Elements which are being updated within this report, are graphically illustrated upon the enclosed maps.

The text has numerous policies proposed throughout the various sections. These proposed policies are extremely important since they will guide future decisions made by the Planning Commission and City Council. The following is a summary of those proposed policies which should clearly indicate the impact of the proposed General Plan update.

A. SUMMARY OF AGRICULTURAL POLICIES

The following agricultural policy recommendations were established to meet the needs, concerns and desires of the community, for the enhancement of agricultural production, preservation and promulgation.

1. The City of Visalia shall prohibit parcelization of agricultural land below 20 acres in order to maintain the viability of agricultural productivity.
2. The City of Visalia shall encourage contiguous urban development on agricultural lands that meet the objectives and goals of growth management policies.
3. The City of Visalia shall work with the County of Tulare to discontinue parcelization of fringe agricultural land and to encourage the use of agricultural preserves within those areas until they are annexed and ready for urban development.
4. The City of Visalia shall establish an agricultural preserve program which can provide agricultural preserve contracts to those city property owners whose land is designated as agricultural upon the land use map.

B. SUMMARY OF INDUSTRIAL POLICIES

The following policies are established to meet the needs, desires and concerns of the Visalia community. They were established on the criteria of existing and future land use relationships, proximity of transportation facilities, soil conditions, water conditions, feasible extension of utilities, compatibility of industrial land use with other land use proposals and the projected growth direction of the Visalia Urban Area.

1. To control future industrial development in the southeast portion of the Visalia Urban Area. Existing industrial developments which are located in this area shall remain conforming uses and shall be allowed to expand beyond their present development site. (Property that is currently vacant and classified as industrial property shall be redesignated to a combination service commercial and light manufacturing which will allow expansion of existing industries via a conditional use permit).
2. In order to assure that existing commercial and industrial uses are protected from adverse financial impacts as a result of this plan it shall be a policy to allow existing uses to be considered as "permitted uses" within any of the zones which might be applied to the property upon which the use is located. Also, uses which were legally operating at the inception of this plan shall be allowed a reasonable amount of expansion with the granting of a conditional use permit procedure to allow the City to apply any conditions which are deemed necessary to mitigate any anticipated adverse impacts upon surrounding land uses as a result of any proposed expansion. The expansion should, however, be granted to an established business.
3. Future industrial development shall be prohibited along Mooney Boulevard. Existing industrial developments which are located in this area shall remain conforming and shall be allowed to expand beyond their present development site by approval of a conditional use permit. Should any existing industrial use become vacant or discontinue operations, no new industrial use shall be allowed to re-occupy the site.
4. New industrial development shall be prohibited adjacent to Highway 198 which extends from the western urban area boundary to the eastern urban area boundary.
5. The industrial area northeast of the central business district shall be revitalized through a planned development concept and/or improved development standards that will compliment existing land uses and future land uses in conformance with the objectives of the Visalia General Plan.
6. In order to provide greater flexibility within the industrial area located to the east of the downtown, a combining zone of (C-4) and (M-1) shall be developed. This zone shall allow service commercial uses as "permitted uses" with light industrial uses shown as conditional uses.

7. Within the (C-4) (M-1) zone, conditional use permits for light industrial uses shall be granted unless it can be shown that such a use would cause an adverse impact upon surrounding land uses. Special consideration for granting conditional use permits to existing industries for expansion shall be given.
8. Planned industrial zones shall be established with improved development standards for future industrial use in the designated industrial area of Visalia's northwest portion. In order to assure that the visual integrity of Highway 198 is maintained, heavy industrial land uses shall be limited to an area north of Houston Avenue, within the north western industrial area.
9. It shall be the policy of the City of Visalia to protect newly created industrial areas from encroachment of uncomplimentary urban land uses.
10. A industrial reserve shall be identified as an area which will be reviewed periodically by the City Council for potential industrial zoning. If at such time, the City Council finds that the existing land zoned for industry is to limited to satisfy the demand for new manufacturing enterprises, or that there is other compelling evidence of need for industrial usage, the council may allow the reserve area to be zoned and developed.

C. SUMMARY OF RESIDENTIAL POLICIES

The following goals and policies are based on the concerns of the citizens committees and their recommendations. Goals and policies are also the reflections from the inventory and analysis of existing housing and related problems, the protection of needs.

Multiple Family

1. All multi-family residential development shall be reviewed through the planned development zoning procedure prior to the issuance of a building permit. The approval of new multi-family zoning shall be subject to the following criteria:
 - (a) Multi-family residential development shall not exceed 20% of the total dwelling units in a neighborhood.
 - (b) Multi-family residential development shall be located close to high intensity land uses such as commercial development, quasi public development, major arterial streets, etc.
 - (c) Multi-family residential development should not create an adverse impact on the neighborhood school, and recreation facilities.

- (d) Multi-family residential development should not create an adverse impact on the existing circulation pattern.
 - (e) Multi-family residential development should not be overly concentrated along any major arterial street.
- 2. In order to maintain the small town character of Visalia and to avoid the inherent design problems it is recommended that the current R-M-4 zone be deleted from future use.
 - 3. It shall be the goal for the City of Visalia to maintain the existing multi-family residential developments located:
 - (a) South of Highway 198, bounded by Watson Street, Tulare Ave., and Santa Fe Ave., and
 - (b) North of Race Street, bounded by Santa Fe Ave., Houston Ave., and West Street.

Planned Unit Developments

- 4. The City shall provide for and encourage planned unit residential developments. The approval of planned unit residential development shall be subject to the following criteria, but not limited to:
 - (a) Site Area:
 - (1) The minimum site area for a planned unit development which includes a planned neighborhood commercial site, P(C-I), shall be forty (40) acres.
 - (2) The minimum site area for a planned residential development shall be (1) acre. Parcels smaller than one acre in land area may be considered for a planned residential development if there are unique circumstances (shape, natural feature, location, etc.) which would deprive the land owner from the potential maximum development of his property if the ordinance requirements were strictly enforced.
 - (b) Open Space:
 - (1) Common usable open space shall comprise at least 25% of the land exclusive of streets. The common open space shall be land within the total development site used for recreational, park or environmental purposes for the enjoyment by occupants of the development, but shall not include public streets, driveways, utility easements where

the ground surface cannot be used appropriately for common open space private yards and patios, parking spaces nor other areas primarily designed for other operational functions.

- (2) Improvement and preservation of existing trees and other natural features on the site shall be encouraged whenever possible. The location of existing trees shall be considered when planning the common usable open space, location of buildings, underground utilities, paved areas and parking areas.

(c) Density:

- (1) The average population density per net acre shall not exceed the maximum population density prescribed by the site area regulations or the site area per dwelling unit regulations for the district in which the planned unit development is located other than as provided by the density increase allowance.
- (2) Density increases may be granted in exchange for project amenities which are in addition to those already proposed for the project.

Rural Residential

5. It shall be the policy of the City of Visalia to create a rural residential zoning to serve as a buffer zone in areas between urban and agricultural related uses.
 - (a) That the minimum parcel size for rural residential lots shall be one acre.
 - (b) That urban improvements can be waived by City Engineer (i.e. curb, gutter, sidewalk, sewer, etc.)
6. The city shall establish a low density, single family residential zone which will have a minimum parcel sizes of one-half acre.

Mobile Home Parks

7. The development standards for the planned mobile home parks will further encourage the creation of stable, attractive, residential environments within the individual mobile home parks themselves and provide a desirable transition or buffer to the surrounding areas.

- (a) All planned mobile home parks shall be subject to design review and a conditional use permit.
- (b) The site shall be placed in districts that are zoned for residential and quasi-public purposes only to assure that mobile home residents can enjoy the same safeguards from conflicting land uses (i.e. industry, service commercial, etc.) as could residents located adjacent to this form of residential categories.
- (c) The site shall be evaluated for its impact upon adjacent land uses. Adverse impacts such as over-crowding the educational facilities, neighborhood and the public recreational facilities must be avoided.
- (d) The site for a mobile home park shall front on to a major collector or arterial street.
- (e) The minimum site for a mobile home park development shall be ten (10) acres. However, it shall not exceed forty (40) acres per development. This would allow up to 240 mobile homes per development.
- (f) Mobile home parks shall not exceed 12% of the total dwelling units in a neighborhood. This would allow up to 240 mobile homes per neighborhood.
- (g) Design standards shall be established which assure that a mobile home park is easily integrated into a neighborhoods housing character.

Elderly Care Facilities

- 8. To insure the needs of the elderly people as well as the general welfare of the residents, the development of the elderly care facilities shall be reviewed according to the following criteria:
 - (a) Elderly care facilities shall be located close to major arterials for accessibility to and from public safety and health facilities.
 - (b) Elderly care facilities shall be located close to public buildings and grounds, such as libraries, senior citizen centers, parks, etc.
 - (c) Elderly care facilities shall be located close to commercial facilities.

- (d) Elderly care facilities shall be located close to possible future mass transit terminals.
- (e) Availability of service utilities.

Quasi-Public Uses

9. To provide a "Quasi-Public" zoning district which will be applied to properties which are suitable for some form of non-commercial urban development which will generate few children. Such sites are located within areas which do not provide the facilities (school, parks, etc.) which are necessary for a healthy child rearing environment. The following standards, are to be used as a guideline during the process of reviewing the proposal:
- (a) The generation of pedestrian traffic across major arterials.
 - (b) The proximity of project to similar uses which creates a major increase of traffic volume at a specific time. (i.e. Sundry church services).
 - (c) Accessibility of those uses which require continual use of emergency services to major arterials.
 - (d) The quasi-public zone will allow uses which are typically identified as conditional uses within the residential zone. The following uses shall be allowed: (1) Churches; (2) Public Buildings; (3) Elderly care facilities; (4) Private clubs and organizations; (5) Mobile Home Parks; (6) Hospitals and sanitariums.
 - (e) All of the uses which are allowable within the quasi public zone shall be processed as conditional uses.

Historic Preservation

10. Due to the unique character and historical significance of many of the homes located within an area north of the downtown; , a historical preservation element of the Visalia General Plan shall be adopted to preserve the historic nature of the area.

Until such time that a historic preservation element is adopted, residential zoning shall be maintained within the area north of Murray Street between Conyer and Santa Fe. Offices may be developed within this area by a C.U.P.

D. SUMMARY OF CIRCULATION POLICIES

Transportation has become an integral part of people's daily lives and meeting the transportation needs of an increasingly mobile public is an important concern for the City of Visalia. However, care must be taken to assure that the kind of transportation facilities required to move the people and the goods will not degrade the quality of life for all Visalians. Therefore, the overall objective of the Circulation Element presented here is to provide efficient transportation facilities while maintaining social, economic, and environmental concerns of the City.

- (1) Circulation within the City should be facilitated by improving the traffic carrying capacity of existing major arterials and development of new alternative arterial thoroughfares.
- (2) To insure that the transportation system is so planned to minimize social and economic disruptions to the neighborhoods, major arterial streets shall skirt neighborhoods and collectors shall be so designed to discourage non-neighborhood through traffic.
- (3) Where arterial and collector streets are required, residential development should be oriented away from such streets, and properly buffered so that the traffic carrying capacity of the street will be preserved and the residential environment be protected from the adverse characteristics of the street.
- (4) To avoid an adverse impact between the circulation system and residential development it is recommended that truck traffic be oriented only onto the designated arterial streets. A committee shall be established to specifically study and make recommendations on truck routes.
- (5) Development should be avoided which will significantly increase traffic congestion on arterials which are currently at capacity.
- (6) Provide adequate access to high intensity land use areas such as employment centers, shopping areas, and recreation facilities.
- (7) Due to the traffic congestion which results from numerous points of ingress and egress along commercial streets, future commercial developments should be master planned with minimum site areas of five acres and limited points of ingress and egress onto a major street.
- (8) Ingress and egress to shopping centers should be carefully designed in order to promote traffic safety. Left-hand movements into and out of commercial areas should be minimized and existing points of ingress and egress shall be consolidated whenever possible.

- (9) Due to its superior carrying capacity Highway 198 and its frontage roads (Mineral King and Noble Ave.) shall serve as the axis of development within Visalia.
- (10) Major arterial streets shall be built at a typical right-of-way separation of one mile. Whenever feasible, a major arterial street can be built to a larger right of way width as per subdivision standards.
- (11) Recommend that the right-of-way widths and construction widths of all classes of streets from minor residential to major arterial be re-evaluated as part of the subdivision ordinance update this year.
- (12) Consideration shall be given to phase construction of the major arterials whereby sufficient right-of-way width is obtained for ultimate future needs, but street construction width is provided only to meet present (5-10 year) need thus avoiding the maintenance of unused pavement.
- (13) Due to it's traffic carrying demand, Mooney Boulevard shall be widened to six lanes with no on-street parking.
- (14) Give a high priority to public transportation systems which are responsive to the needs of the aged, handicapped and disadvantaged.
- (15) Evaluate the suitability of all modes of transportation, including bus, bicycle and walking, for the development of alternatives to the private automobile. Citizens Committees should be established to initiate such studies.
- (16) Sidewalks, paths and appropriate crosswalks should be located in proximity to all schools and along all principal streets leading to schools and other areas with significant pedestrian traffic. Whenever feasible, pedestrian paths should be developed to allow for unobstructed pedestrian flow from within a neighborhood.
- (17) Recommend that a committee should be formed to design a bicycle route system that would serve the needs of the users and provide a greater margin of safety. Suggest that at such time (this year) as the subdivision ordinance and improvement standards are updated that the location of bicycle lanes in relation to the traffic lanes on collector streets be given considerable study.
- (18) In order to avoid problems and confusion it is recommended that Visalia's street names be evaluated and changed where necessary and that a system for street naming be established.
- (19) The city shall work toward acquiring right-of-way within older areas to aid the flow of major arterials.

- (20) Since the Visalia Municipal Airport serves both Tulare and Kings Counties as the only air carrier airport, and as a primary business, corporate, and general aviation airport, efforts shall continue to be made to upgrade the service capacity of the airport.
- (21) To have a high level of intergovernmental coordination and citizen participation in the circulation and transportation planning process.
- (22) Work with other agencies to assure that the Regional Transportation plans are consistent with the City's land use policies.

E. SUMMARY OF COMMERCIAL POLICIES

The commercial development within Visalia is the mainstay of the community's economic health and must be considered a valuable resource. The tax revenues generated by commercial enterprises to help to maintain relatively low residential taxes, provides valuable social programs and helps to increase Visalia's parks and recreational facilities. Due to the recognized importance of Visalia's commercial development, the primary goal of the commercial plan is to maintain Visalia's status as a regional retail center while increasing the overall aesthetics of new commercial growth.

The following policies are listed by specific commercial land use categories:

Neighborhood Commercial

- 1. That neighborhood commercial centers be limited to include these uses which are clearly of the neighborhood draw only, with a grocery store serving as the major tenant.
- 2. That areas currently serving as a neighborhood commercial center be maintained and upgraded aesthetically to meet the standards of new planned unit development commercial centers.
- 3. The existing locational policy for neighborhood commercial centers shall be retained. The current policy limits a neighborhood commercial center to one corner of the intersection of major arterial streets which are located at one mile separations. The commercial can be granted in conjunction with an approved planned unit development only and it is available to the first corner with an approved plan exclusively.
- 4. The maximum size of a planned neighborhood commercial center shall be approximately three and one-half (3½) acres.

5. The major tenant will be a grocery store of approximately 24,000 square feet. Another 10,000 square feet will be used for a combination of the permitted or conditional uses which are listed under the proposed PC-1 district. However, no tenant (other than the grocery store) within a neighborhood commercial center shall occupy more than 50% of the 10,000 sq. ft. buildable area.
6. Meaningful construction of neighborhood commercial must begin in two years from the approval of the PUD. Building permits for 100% of construction must be obtained. However, less than 100% construction will be permitted if the developer can show the cause for special conditions within the service area.
7. Time extensions for extenuating circumstances (not to exceed 4), may be granted by the Planning Commission for one (1) year periods based on the following criteria:
 - (a) Availability of required utilities.
 - (b) Service area has not been sufficiently developed approximately 2/3 of one (1) square mile neighborhood or 4000 people.
 - (c) Location vs. traffic volume considerations.

Planned Regional Retail Commercial

8. That new regional retail development along Mooney Blvd. be restricted to that area which lies between Packwood Creek and Highway 198 with the exception of those areas specifically identified upon the land use map.
9. That commercial development be expanded to the maximum depth possible along Mooney Blvd. without generating any undesirable land use conflicts with adjacent residential properties.
10. That new regional retail growth occur within an area shown upon the land use map which generally located at Ben Maddox from Highway 198 to Tulare Ave.; that a strip of commercial development between Ben Maddox and Lovers Lane be allowed to develop into commercial or office uses to a maximum depth of 500 feet; and that a retail commercial center be established at Lovers Lane and Highway 198.

11. That those commercial, residential and industrial uses and property zoned for commercial which are currently located along Mooney Blvd. between Packwood Creek and Liberty Ave. to be maintained and improved.
12. That the City of Visalia encourage the County of Tulare to allow existing commercial, residential and industrial uses located within the unincorporated portion of Mooney Blvd. between the city limits and Liberty Ave. to be maintained with a prohibition on expansion of new development.
13. In order to upgrade the aesthetic character of Visalia's retail shopping areas it is proposed that new design standards be established which would be implemented through a planned commercial zoning process.
14. That Master Plans for specific areas in Planned Regional Commercial Zones may be designed by Planning staff and adopted by Planning Commission and City Council where unusual lot configurations, particular circulation difficulties, etc. warrant specific site planning. Subsequent development within these master plan locations must conform to the adopted Master Plan.

Planned Local Retail Commercial

15. That since existing residential development is within close proximity to areas designated as Planned Local Retail Commercial, only those uses which would not become neighborhood nuisances would be permitted.
16. That special design standards be developed for these areas which will encourage new commercial development and acceptable physical appearance.
17. In order to encourage new commercial growth within this area the permitted uses shall be expanded to include some uses (as conditional uses) which are not allowed along Mooney Boulevard. These uses cannot, however, cause a detrimental impact upon adjacent residential development.

Planned Commercial

18. The City shall develop a master plan for the central business district concerning circulation, parking, design and use relationships and other factors relating to the maintenance of economic viability and social characteristics of the Central business district.

19. All new developments and parking areas shall be approved for construction with upgraded landscaping standards including street trees.
20. Service commercial facilities shall be allowed within a combination zone of "service commercial" and "light industrial." The new (C-4) (M-1) zone shall be applied to areas indicated upon the land use map and shall allow service commercial uses as "permitted" uses while light industrial uses shall be "conditional" new developments within this zone shall be subject to the adopted permit procedures and design standards.
21. That special design standards be implemented for those service commercial areas which are located within close proximity to residential (either existing or proposed) development.

Planned Commercial Highway

22. Consideration of the scenic corridor shall be given during the approval process of new highway commercial development.
23. That the City continue to make efforts to attract a motel to develop within close proximity to the Convention Center.
24. That due to the limited supply of suitable motel sites along Highway 198, and realizing that motel developments are of benefit to the community, it is recommended that limited highway commercial facilities be developed at the freeway intersection of Highway 198 and Highway 80 across from the Visalia Airport. That any development which does occur within this area be limited to high aesthetic uses with stringent design controls in order to preserve the character of the highway 198 scenic corridor. The City Council shall have the right to review all proposed commercial uses for architectural style and design.
25. A planned highway commercial reserve area shall be identified as a area which shall be zoned for highway commercial once 70% of the existing C-5 zoning is developed.

Planned Offices

26. Employment generating uses should have access directly from major arterials, and traffic generated by these uses should not be generated through existing residential neighborhoods.

27. In order to encourage the continued upgrading and growth of Visalia's downtown, that offices be designated within an area generally bordered by Oak, Race, Santa Fe and Conyer, as conditional uses.
28. That office development be allowed to fill in along Court Street from Paradise to Walnut Avenue to a depth generally equal to that of existing offices.
29. In order to provide a location for large office developments which would not compete with office areas within the central business district, the plan shall allow a large office park development from Highway 198 to one-half mile south of Goshen Avenue; and from Highway 80 to Road 84. High aesthetic standards with a large landscape buffer along Highway 198 shall be mandatory within highway development proposal and the City Council shall review all site development and building design prior to granting of a building permit.
30. A planned office park reserve area shall be identified as an area which will be zoned for office once 70% of the existing planned office park area is developed.

F. IMPLEMENTATION POLICIES

1. In compliance with state regulations for general law cities, it shall be the policy of the City of Visalia to zone properties within the city limits to zones which are conforming with the newly amended General Plan within a reasonable period of time. It shall further be the policy that all future zone changes shall be in conformance with the General Plan.



Chapter 7

Economic Consideration



VII. ECONOMIC CONSIDERATIONS

A. NEED FOR ANALYSIS OF ECONOMIC HEALTH WITHIN THE GENERAL PLAN

An analysis of the economic health of a community is an important part of the General Plan process. The economic situation may encourage or hinder the implementation of programs for municipal services and construction of business, industrial and residential buildings by private enterprises. In order to maintain a realistic approach in program initiation, consideration of the economic impact must be given.

Outside forces such as regional trade area shoppers and outlying industries as well as the economic characteristics of people within the community effect the physical structure of the City. Income generated by the commercial, industrial, residential and other urban land uses, determines the amount and level of services a city is able to provide. The construction and operation of public facilities are contingent upon the city revenue for support. Diagnosis of the city's economic health is imperative within the planning process, so that the general plan can serve as a guide for developing future capital improvement program projects.

B. ECONOMIC CHARACTERISTICS

Visalia is characterized by moderate and consistent growth. This pattern has contributed to the solidarity of Visalia's economy.

Diversified employment and the strong retail commercial base buffers the community from the radical economic fluctuations experienced in the large metropolitan cities.

The percentage of increase in employment has held constant with the percentage of growth in population. This indicates that Visalia has been able to withstand the increase in demand for jobs. In 1960, 1970 and 1975, 39% of Visalia's population was employed.

Table No. VII-1

GROWTH OF EMPLOYMENT AND POPULATION

	<u>1960</u>	<u>1970</u>	<u>1975</u>
Total employed	6295	10812	13725
% Increase	--	41%	21%
Population	15791	27375	34750
% Increase	--	42%	21%

Source: 1960, 1970 U.S. Census;
1975 Visalia Special Census

The special census conducted in 1975 indicated the following percentages in types of employment:

Type of Employment

5%	Agriculture, Forestry, Fisheries and Mining
11%	Construction and Manufacturing
5%	Transportation, Communication and other Public Utilities
10%	Wholesale and Retail Trade
3%	Finance, Insurance and Real Estate
12%	Services
11%	Professional and Related Services
3%	Public Administration
28%	Retired, Unemployed, Not in Labor Force
14%	No Response

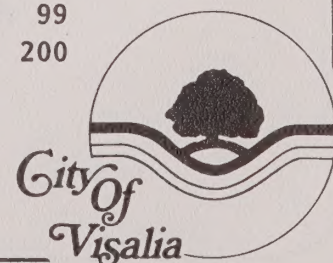
The following table denotes actual number of persons working in various professions in 1970.

Table No. VII-2

TYPES OF EMPLOYMENT

<u>Occupation</u>	<u>Number</u>
Total employed, 16 years old and over	10,812
Professional, technical, and kindred workers	1,893
Engineers	79
Physicians, dentist, and related practitioners	120
Health workers, except practitioners	176
Teachers, elementary and secondary schools	553
Technicians, except health	81
Other professional workers	884
Managers and administrators, except farm	1,142
Salaried: Manufacturing	126
Retail trade	259
Other industries	517
Self-Empl. Retail trade	130
Other industries	110
Sales workers	960
Retail trade	578
Other than retail trade	382
Clerical and kindred workers	2,210
Craftsmen, foremen, and kindred workers	1,176
Automobile mechanics, incl. body repairmen	130
Mechanics and reapiement except automobile	166
Metal craftsmen, except mechanics	29
Construction craftsmen	306
Other craftsmen	545
Operatives, except transport	796
Durable goods manufacturing	182
Nondurable goods manufacturing	284
Nonmanufacturing industries	330
Transport equipment operatives	311
Laborers, except farm	331
Construction laborers	37
Freight, stock, and material handlers	113
Other laborers, except farm	181
Farmers and farm managers	91
Farm laborers and farm foremen	492
Service workers, except private household	1,210
Cleaning service workers	307
Food service workers	383
Health service workers	189
Personal service workers	187
Protective service workers	99
Private household workers	200

Source: U.S. Census 1970



Diversified employment protects the economy of the community from devastating fluctuations. Normal peaks and lows in various industries and enterprises balance and compensate each other by occurring at different time.

Unionization in industry and in the building trades may be considered as moderate. Less than 50% of the contracting firms and industrial plants are unionized. Unionization in retail establishments is confined primarily to the retail food chains.¹

Agriculture in the trade area of Visalia also acts as a stabilizing force. While the level of success of crops is an unknown factor, it may be assumed that food production will not decrease in demand. During periods of economic stress when the nation in general cannot afford the luxury of manufactured convenience items, food continues to be of top priority. Since the products of the surrounding agriculture continue to be sold, dollars continue to be injected into the economy. This acts as a stimulant to Visalia's economy and contributes to its solidarity.

Visalia's median per capita income is higher than any other incorporated city in Tulare County. This is especially helpful to the retail commercial sector of the business community. The yearly household income as reported by the 1975 special census is as follows:

YEARLY HOUSEHOLD INCOME:

0-\$5,000	18%
\$5,000-\$10,000	19%
\$10,000 - \$15,000	17%
\$15,000 - \$20,000	10%
\$20,000 - \$25,000	4%
\$25,000 - \$30,000	2%
\$30,000 - \$40,000	1%
Over \$40,000	1%
No Response	28%

1 Visalia Chamber of Commerce "Community Economic Profile", 1976

The stability of the city government is indicative of the strong economic base of the community. The tax rate of \$1.30 per \$100 assessed valuation has been in effect since 1950. The City also has not engaged bonded indebtedness since the early 1920's. Visalia is fortunate in that it serves as the commercial hub for both Tulare and a portion of Kings County. While comprising only 17% of the county's population 38% of all taxable transactions took place within the City. The economic benefits derived from Visalia's businesses has enabled the City to provide a clean, healthy environment for its citizens.

C. COST BENEFIT ANALYSIS

1. Introduction

The land use cost/benefit analysis is an attempt to determine the cost of the municipal services provided to various land use categories as compared to the revenue they generate.

2. Methodology

Information and data pertaining to the derivation of revenue and allocation of costs by land use types is quite limited. It is, therefore, impossible to conduct an exact cost/benefit analysis at this time. This study indicates what these sources of revenue and cost are with the intent of recognizing that in order for the City to remain fiscally sound, a balance of land use types should be maintained.

Records from 1974 were used in this study. The revenues and expenditures were credited to the various land uses by precise methods in cases where the data was available. Some of these areas include property tax, business license tax, and public service expenditures such as recreation, social service, senior citizen programs, and library. Other revenues and expenditures were allocated to the various land uses on the basis of percentage of total acres in a particular land use in cases involving a physical nature and on a basis of percentage of total land valuation for others.

Table No. VII-3

PROPERTY TAX SUMMARY SHEET

Land Use Category	Assessed Valuation Excluding Exemptions	Percentage of Total Valuation	Property Tax Rev.
Commercial	20,980,154	23.2	272,742
Industrial	13,406,369	14.8	174,283
Agriculture	1,284,831	1.4	16,703
Residential	47,726,598	52.8	620,445
Utilities	7,038,410	7.8	91,499
Net Assessments	90,436,362	100. %	1,175,672
Exemptions	12,016,200		
Total Gross Assessments 74-75 102,452,562			

Source: 1974 Property Tax Roll

Table No. VII-4

LAND USE BREAKDOWN-1976

<u>Category</u>	<u>Acres</u>	<u>% of Total Area</u>
Residential	2,533.14	21.83%
Commercial	551.53	4.75%
Manufacturing	344.66	2.97%
Public & Quasi	1,894.34	16.32%
Rights-of-Way	1,591.55	13.71%
Agriculture	3,297.30	28.41%
Vacant	1,393.47	12.01%

Source: Visalia Urban Boundaries Element

3. Findings

The following is a summary of the findings of the study:

- a. Of residential, industrial, commercial and agricultural land use, commercial property is the highest single source of revenue. Approximately three million dollars, 45%, of revenue to the general fund is derived from commercial enterprises. This is due to sales tax revenue generated by retail sales.
- b. The benefit of industry to Visalia does not come through property tax revenue or other specific revenues to the City. It appears, however, that industry does generate enough revenue to the City government to cover the cost of general municipal services such as police and fire protection. The major benefit of industry to the community is through indirect means. The money injected into the City's economy through jobs fosters development of commercial enterprises and housing construction to service the needs of employees.
- c. Residential land use was the only one which did not pay for itself in terms of revenue and cost of providing services.
- d. While agricultural land provides very little tax revenue, it also requires negligible services. Therefore, it is a net gainer of revenues.
- e. Different commercial enterprises account for radically different percentages of the revenue received through commercially related taxes.

The following categories account for 49% of the total commercial related revenues (i.e. sales tax, business license tax, and transient lodging tax)

Automobiles and Supplies	17.8%
Motels	6.7
Restaurants	6.3
Service Stations	5.9
Grocery Stores	4.3
Retail Clothing	3.8
Appliances and Home Furnishing	3.4

- f. In 1974 commercial enterprises accounted for over three million dollars of revenue. The average contribution for a a single business was approximately \$1440. The average revenue received per motel was approximately \$18,000. This is due to the transient tax levied on the gross receipts of motels and hotels.
- g. Offices generate more costs than revenue. Unlike retail commercial and motels, offices do not provide special revenue, such as sales tax or transient tax. They provide approximately \$.53 per \$1 spent. Offices do not require as much floor space as other commercial enterprises so the proportion of property tax is also low.

4. Conclusion

An awareness of which land uses are of direct financial benefit and which land uses cannot provide enough revenue to pay for the services they require is essential in land use planning. In order to remain fiscally sound, a balance between land use types must be maintained.

There are some uses which are crucial to the function of a community but are not necessarily financial gainers. These uses, such as professional offices, cannot be ignored. They provide services essential to the health and welfare of the citizenry. It is not a question of only encouraging land use which provides more revenue than it costs to service them. The living quality of a community is dependent upon the sound balance of various land use types from both an economic and social standpoint.

D. PROJECTED ECONOMIC CONDITIONS

Future economic conditions are dependent upon both internal and external factors. However, the external forces may be well beyond the control of the City to the extent to which they effect the local economic structure is dependent upon the financial strength of the community.

External forces which may effect Visalia could be a result of economic changes elsewhere or physical changes in facilities of surrounding areas. A reduction in the availability of agriculturally related employment may result in the migration of unskilled and semi-skilled workers to Visalia and other large communities. This phenomenon would increase the labor force of the non-agricultural businesses and industries. The extent to which these workers are absorbed into the employment offered by local industry will determine the level of pressure placed on the City in terms of providing services for unemployed families. In order to maintain the solid economy of the City the former agricultural workers will need to be employed.

The city government relies heavily on revenue derived from sales tax as a means of support for some city services. As a regional trade center, Visalia receives sales tax revenue from shoppers not living within the community. This is helpful in that revenue is received but public services do not need to be provided for their residence. It is reasonable to assume that Visalia will continue to be the regional trade center. New major commercial enterprises are hesitant to locate in areas other than the established shopping magnet. Assuming the nation and state wide economy continues to improve, Visalia should continue to enjoy increased sales tax revenue. A new major shopping facility with metropolitan area type stores located in another Tulare County community would draw shoppers away from Visalia. It is unlikely, that this type of development would occur, however, since Visalia has the largest population of all of the cities within the trade center.

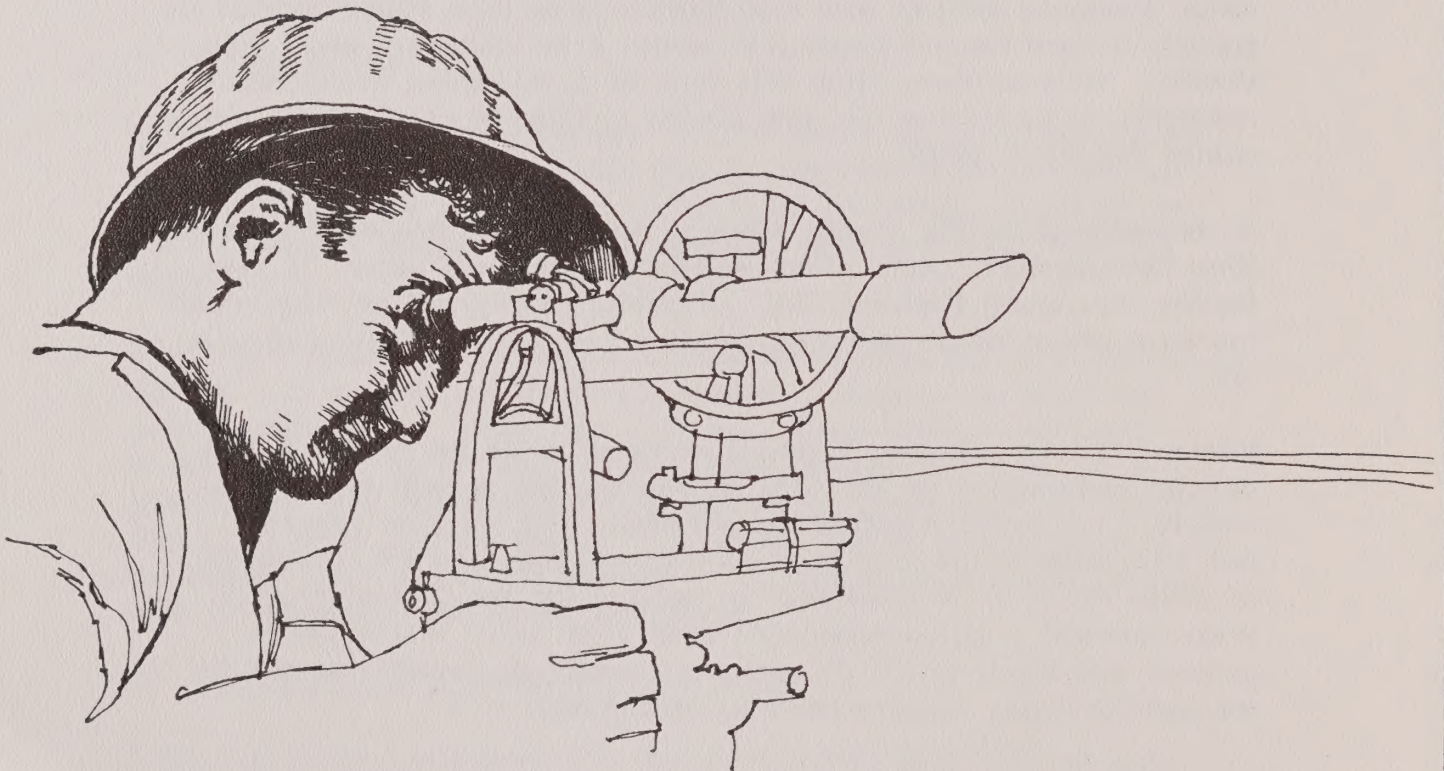
A recreational facility in the Sierras, such as the proposed Mineral King development, could effect Visalia's economy if access to the facility was along Highway 198. Highway commercial activity would increase which would generate revenue through transient and sales tax.

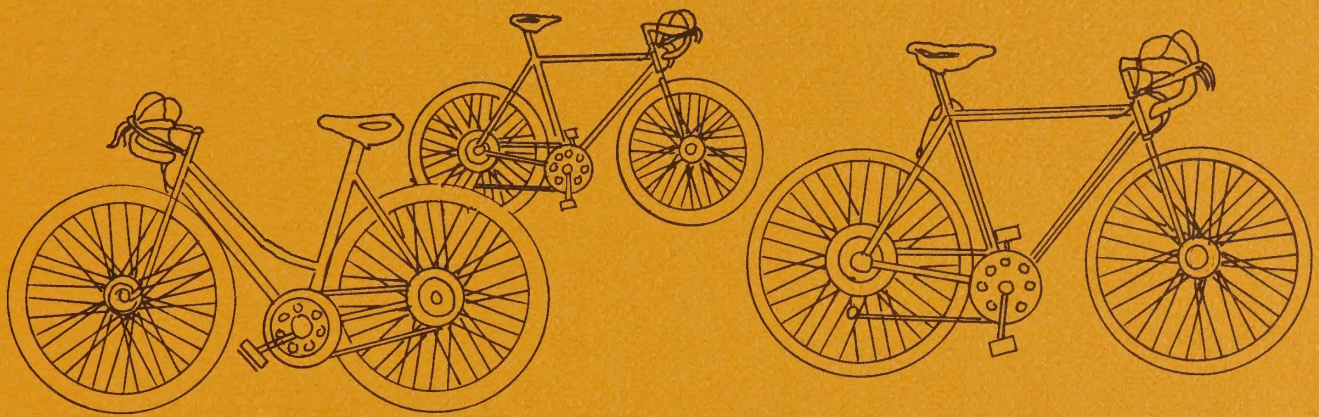
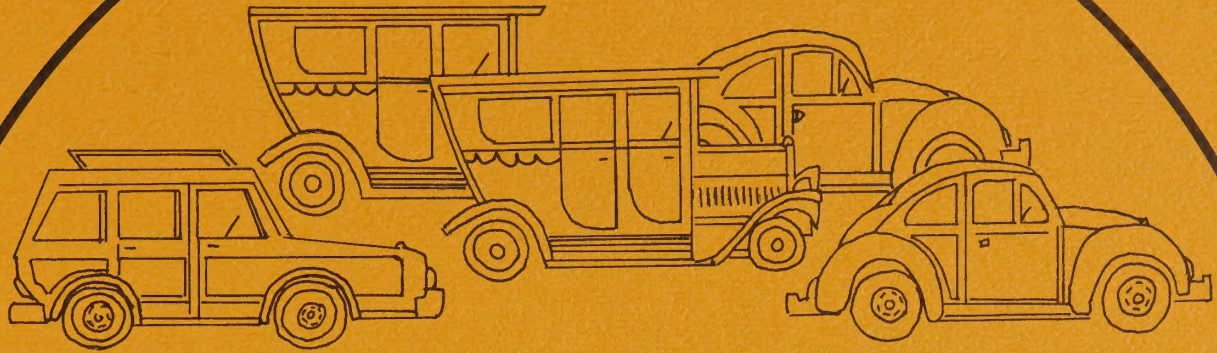
Internal factors effecting Visalia's economy could be related to the policies determined by the City concerning the growth of the community. Increased construction stimulates the building industry but also commits the City to providing services and improvements. In order for it to be economically feasible for the City to provide these services a balance between land uses which are financial gainers and those which do not provide enough revenue to pay for the services they require must be maintained.

E. ECONOMIC IMPACT OF THE GENERAL PLAN PROPOSAL

It is the intent of the proposed General Plan to maintain a balance between land uses which will preserve the economic viability of Visalia. Retail commercial enterprises will be strongly encouraged. With a moderate growth of new industries and low to moderate growth of residential developments the increase of sales tax revenue should be a substantial contributor to the furnishing of city services.

Also, an effort has been made through the designation of design districts in commercial areas to encourage rejuvenation of older commercial portions of the City. It is intended that the revitalization of those areas will have a positive enhancement of the economic base.





Chapter 8

Circulation & Transportation

VIII CIRCULATION AND TRANSPORTATION

A. BASIC CONCEPTS OF STREET CIRCULATION

The State Government Code, Section 65302 (b), requires a circulation element in all city and county general plans as follows:

A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals and facilities, all correlated with the land use element of the plan.

The function of a circulation system is to provide for the movement of people and goods. It consists of many roads traversed for a variety of reasons such as work, entertainment, shopping, transport of goods, education, and law enforcement. Freeways, highways, major and minor streets, bike paths, rail lines, and airways are just some of the elements in the circulation system.

In developing a general plan, consideration must be given to both land use and transportation together. The number and kind of people who live in Visalia and how the land will be developed determines the amount and type of travel occurring on the circulation system. The location of people and the places of employment also determines the travel patterns.

Aside from the land use element, the Circulation Element is also closely related to the scenic highways and the noise elements. The amount of noise generated by automobiles definitely will have an impact upon adjacent land uses. Extreme care must be exercised, therefore, to make sure that the circulation and transportation facilities required to provide mobility will not lower the quality of life of this community.

Transportation planning must also pay particular attention to three major areas of concern:

1. Transportation needs (mobility and accessibility).
2. Community factors (effects on urban environment, neighborhood, socioeconomic opportunities, etc.).
3. Environmental quality (noise, air quality, visual impacts, etc.).

B. THE CLASSIFICATION AND FUNCTION OF STREETS:

The basic street systems can be divided into the following four categories*:

- (1) **Freeway System** - providing for expeditious movement of large volumes of through traffic between areas and across the city, and not intended to provide land access service.

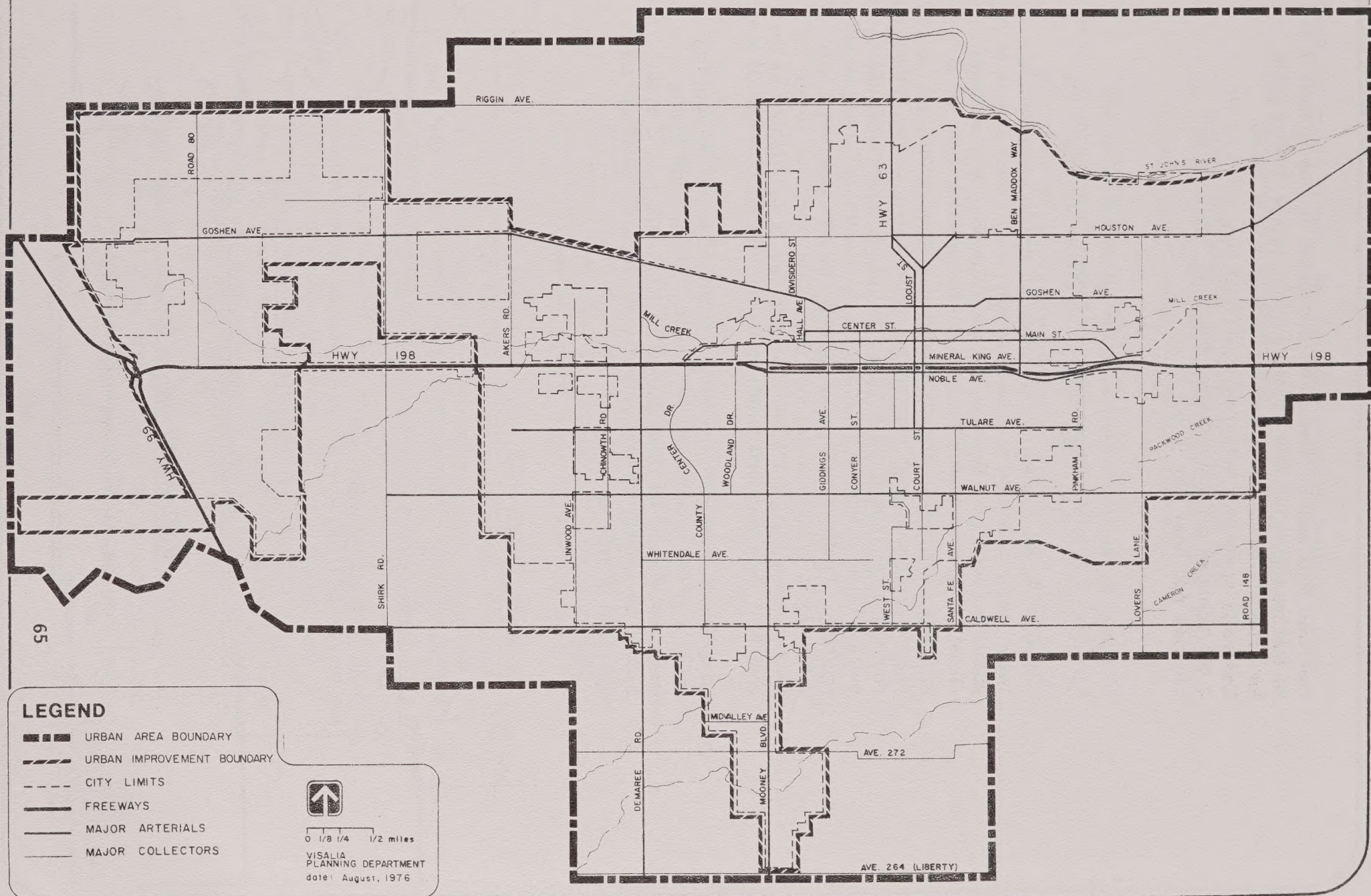
Freeways are normally designed for two or three lanes of traffic in each direction. They are intended for the free movement of vehicles at a high speed. The width standards for each lane is 12 feet with a minimum 8 foot wide median strip at the center. Under normal conditions a single lane can carry 1,500 cars per hour.

- (2) **Major Arterial System** - providing for through traffic movement between areas and across the city with no direct access to abutting property; subject to necessary control of entrances, exits, and curb use. The most important function of the arterial system is to move large volumes of vehicles from one part of a city to another. Therefore, arterial streets should be designed to connect areas with high volume of traffic and important rural highways entering the city.

A properly designed and developed arterial system will help to define residential neighborhoods, industrial and commercial areas. Arterials should be designed to skirt neighborhoods and should not ever bisect any residential neighborhood. In order to make sure that local collector streets serve their primary purpose, major arterial streets should not be more



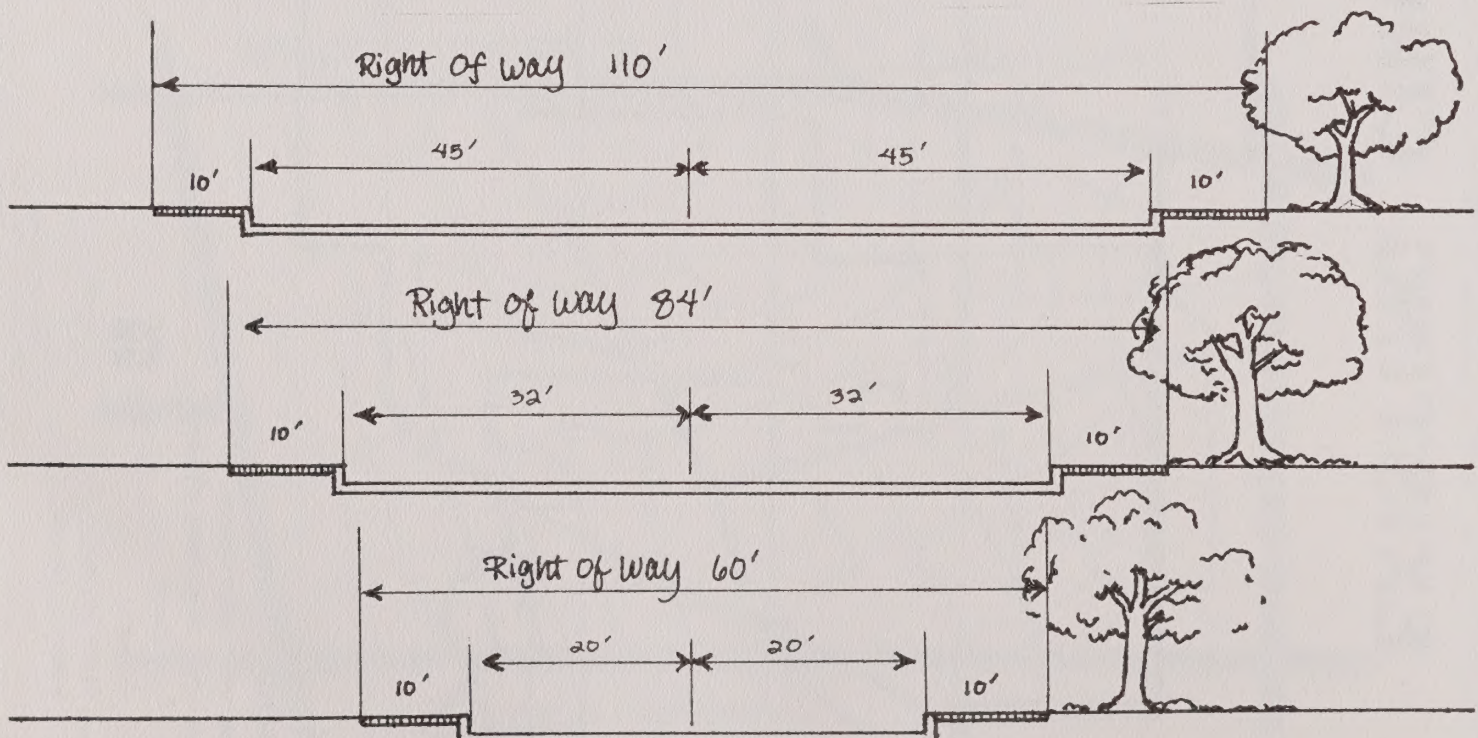
EXISTING CIRCULATION SYSTEMS



than one mile apart. The width standards for the system is are 84 feet maximum for four lanes, parking and a median strip for arterials which carry unusually high traffic loads. Generally speaking, a four-lane arterial may carry up to 2,400 vehicles per hour during the peak hour, or 600 vehicles per hour per lane.

* "Procedure Manual 7A-Standards for Street Facilities and Services" by National Committee on Urban Transportation, 1958.

- (3) Collector Street System - providing for traffic movement between major arterials and local streets, and direct access to abutting property. Because the main function of a collector street is to move traffic from local residential streets on to arterials; the design and development of this system is extremely crucial with regards to traffic safety. The collector street system should not form a continuous system because there will be a tendency for people to use the collector as an arterial. Traffic volumes on collector streets may vary from 2,000 up to 8,000 vehicles per day. Any collector street moving more than 8,000 vehicles per day is functioning as an arterial. The standard width is 40 ft. with 60 ft. right-of-way.
- (4) Local Street System - providing for direct access to abutting land, and for local traffic movement. All through traffic movement should be discouraged on local streets. Common widths for a local street system is 36 feet with parking, and the right-of-way is 56 feet.



When designing streets, the following criteria should be used:

1. Two lane street (12 foot lanes):

- (a) Two-way capacity = 900 vehicles per hour.
- (b) Two-way peak hour demand volume = 10% of average daily traffic (ADT is two way volume)

2. Four-lane street (12 foot lanes):

- (a) One-way capacity = 1,800 vehicles per hour.
- (b) One-way peak hour demand volume = 7% of average daily traffic.

C. THE EXISTING CIRCULATION SYSTEM

The existing circulation system in the City of Visalia is typically laid out on a north-south, east-west grid pattern (Map No. VIII-1) Approximately 1,500 acres or 14% of all land within the City is dedicated to streets and alleys, including more than 145 miles of city streets. Major traffic carriers within the City are as follows:

1. State Highways:

- (a) Highway 99 along the westerly portion of the City has been constructed to 4-lane freeway standards. Highway 99 is one of the major highways serving as an important north-south route of statewide significance as well as being of regional importance for the County of Tulare. At the present time, this facility accommodates daily traffic volumes of approximately 18,000 vehicles.
- (b) Highway 198 has served as a major thoroughfare for those traveling from Highway 99 to the mountain areas of the Sierra Nevada for many years. Records of the California Transportation Department indicate that this highway existed prior to 1923 when it was taken into the state highway system. Since that time, this highway has been frequently improved with the latest construction contract being completed in 1966. From Highway 99 to easterly of Visalia (Highway 65), it is a four-lane expressway with the section through Visalia developed as a depressed freeway. The traffic volumes on this highway are approximately 16,000 vehicles in Visalia decreasing to 8,000 vehicles near Highway 65.
- (c) Highway 63, Mooney Blvd., serving Visalia south to the City of Tulare, and north to the County of Fresno. Between Tulare and Visalia, the traffic volumes reach

at least 9,000 per day on a four-lane street. Mooney Blvd., (Highway 63) also is one of the major north-south arterials within the City of Visalia. It has been and will continue to be the major commercial strip for the City. Therefore, the majority of the traffic on Mooney Blvd. will continue to be generated by consumers traveling from within Visalia's regional retail trade area (See Commercial Chapter).

2. Major Arterials:

The existing major arterials within or adjacent to the City of Visalia are as follows:

- (a) North-South
Road 80 (Dinuba-Airport Hwy.)
Akers Road
Demaree Road
Mooney Blvd. (Highway 63)
West Street
Court Street
Ben Maddox Way
Lovers Lane
Avenue 148
- (b) East-West
Riggin Ave.
Houston Ave.
Main Street
Goshen Ave.
Mineral King Ave.
Noble Ave.
Walnut Ave.
Caldwell Ave.

3. Major Collectors:

Following are the existing major collectors within the City of Visalia:

- | | |
|-------------------------|----------------------|
| (a) <u>North-South</u> | (b) <u>East-West</u> |
| Linwood Avenue | Goshen-Murray |
| Chinowth Road | Center Street |
| County Center Drive | Noble Extension |
| Woodland Drive | Tulare Avenue |
| Giddings Ave. | Whitendale Avenue |
| Conyer Street | K Road |
| Santa Fe Avenue | Hurley Court |
| Road 136 (Pinkham Road) | |
| Mill Creek Drive | |

D. EXISTING AND PROJECTED TRAFFIC DEMAND

Traffic volumes and travel characteristics were developed from transportation studies and motorist interviews in 1972. Motorists were interviewed between 7 a.m. and 6 p.m. at selected major points upon leaving Visalia in July, 1972.

The interview forms were obtained from Cal Trans, coded and tabulated to ascertain data on inter-city travel by residents of Visalia. The information was expanded to represent totals for the 11-hour interview period, as well as 24-hour totals based upon traffic counts for these periods.

The seven principal trip purposes were as follows:

<u>TRIP PURPOSE</u>	<u>PERCENT</u>
Work-Business	39
Return Home	36
Recreation	5
Freight	2
Social	6
Shopping	3
School, Misc.	9

To calculate how many trips were generated on certain streets in 1970, aerial photographs were used to determine the number and type of land use units located within the area. The number of land use units was then multiplied by a trip and generation rate to obtain the number of trip ends (trip origins and destinations) in each area. The following table (Table No. VIII-1) indicates the trip ends by land use in Visalia in 1970.

Table No. VIII-1

TRIP ENDS BY LAND USE

<u>Land Use</u>	<u>1970</u>
Residential	38.4%
Industrial	8.9%
Central Business District	13.8%
Public Area	8.5%
Shopping Area (Non-CBD)	30.4%
Total	100.0%

Source: Transportation Planning Study, City of Visalia,
JHK & Associates, 1973



Table No. VIII-2
NORTH-SOUTH DAILY TRIP END ANALYSIS

Cross Street	North/South Intersecting St.	Existing 1970		Projected 1990	
		No.	%	No.	%
198	Rd. 88	N/A		1,000	.6
	Shirk	990	1.3	2,000	1.2
	Roeben	N/A		2,000	1.2
	Akers	N/A		8,000	5.1
	Linwood	1,890	2.5	8,000	5.1
	Demaree	4,640	6.1	21,000	13.5
	County Center	1,540	2.0	9,000	5.8
	Woodland	2,537	3.3	5,000	3.2
	Mooney	26,500	35.0	28,000	18.0
	Giddings	3,530	4.6	1,200	7.7
	Conyer	3,195	4.2	6,000	3.8
	Watson	2,874	3.8	6,000	3.8
	Locust	5,900	7.8	7,000	4.5
	Court	6,400	8.4	8,000	5.1
	Bridge	2,738	3.6	4,000	2.5
	Ben Maddox	6,850	9.0	8,000	5.1
	Pinkham	N/A		5,000	3.2
	Lovers Lane	5,940	7.8	12,000	7.7
	McAuliff	N/A		3,000	1.9
	Total	75,524	99.4	155,000	99.0
Caldwell	Shirk	N/A		1,000	1.2
	Akers	N/A		3,000	3.7
	Linwood	N/A		N/A	
	Demaree	3,305	15.8	10,000	12.5
	County Center	N/A		8,000	10.0
	Mooney	11,100	53.3	28,000	35.0
	Giddings	N/A		11,000	13.7
	Conyer	N/A		3,000	3.7
	West	N/A		2,000	2.5
	Court	N/A		2,000	2.5
	Santa Fe	2,205	10.5	3,000	3.7
	Ben Maddox			2,000	2.5
	Lovers Lane	4,195	20.1	7,000	8.7
	Total	20,805	99.7	80,000	99.7
Liberty	Akers	N/A		3,000	5.5
	Demaree	3,160	18.6	10,000	18.5
	County Center	N/A		6,000	11.1
	Mooney	9,630	56.6	19,000	35.1
	Giddings	N/A		9,000	16.6
	Lovers Lane	4,195	24.6	7,000	12.9
Total		16,985	99.8	54,000	99.7

In order to properly forecast future transportation needs within the City of Visalia, it is necessary to identify the broad planning assumption:

- Automobiles will continue to be the dominant form of travel for the majority of Visalians.
- Land will become more intensively developed.
- There will be continued interest in developing a public transportation system for persons of low mobility; elderly, handicapped, low income, etc.
- Energy resources will be in limited supply for the future generations.
- Additional recreational facilities will be developed within and adjacent to the City.

Based upon the above general planning assumptions, coupled with the forecasts for population, employment, land use requirements, travel and goods movement, a projection for the 1990 traffic demand can be established.

Table No. VIII-3

URBAN LAND REQUIREMENTS 1975 TO 1995

<u>Category</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>
Population Increase	7,886	15,886	23,886	31,886
Residential	684 ac.	2,259 ac.	3,155 ac.	4,153 ac.
Commercial	164 ac.	543 ac.	758 ac.	998 ac.
Industrial	365 ac.	1,205 ac.	1,683 ac.	2,215 ac.
Public and Other	730 ac.	2,409 ac.	3,365 ac.	4,430 ac.

Source: Visalia City Planning Dept. and Regional Transportation Plan 1975

Population projections to 1995 in five year increments are shown in Table No. VIII-3. These are based upon those employment and socio-economic factors which will most likely affect future growth. Aggressive annexation programs could significantly affect the population increase within the City.

According to the 1975 Visalia Special Census, City of Visalia has 39%, or 6,467 persons of its total labor force comprised of females, with 61%, or 9,648 male participation. The employment breakdowns based upon the 1975 special census are as follows:

14%	No Response
5%	Agriculture, Forestry, Fisheries and Mining
11%	Construction and Manufacturing
5%	Transportation, Communication and other Public Utilities
10%	Wholesale and Retail Trade
3%	Finance, Insurance and Real Estate
12%	Services
11%	Professional and Related Services
3%	Public Administration
28%	Retired, Unemployed, Not in Labor Force

Future land use requirements are expressed in the number of acres required for each major category of urban use per thousand population. The urban land requirements shown in Table No. VIII-3 relates directly to:

- (1) The relative economic conditions,
- (2) The natural growth characteristics,
- (3) The existing levels of service and accessibility, and
- (4) The projected growth trends.

Projected travel patterns in terms of mode and vehicle mix are not expected to significantly change prior to 1995, with the exception of the potential addition of bicycle paths as demand and funds warrant inclusion in the system. It is, however, assumed that the relative volumes of vehicular travel will be modified by the demographic and socio-economic changes which are projected, as well as by improvement-induced traffic loadings. Established trends in land use patterns which form the underlying basis for measuring travel characteristics, are expected to continue with only the magnitude of these trends increasing. No significant deviations in current housing, business or industry development patterns are anticipated. However, growing environmental awareness on the part of the motoring public is expected to require more critical analysis of the trade-offs in transportation ease of travel vis-a-vis maintenance of more balanced ecological systems.

Table No. VIII-4

PROJECTED TRAFFIC INCREASES FROM 1970-1990

Area	1970 Trip Ends	1990 Trip Ends	% Increase
1. Ben Maddox at 198	-0-	8,000	-
2. Demaree at Caldwell	3,305	18,000	82%
3. Demaree at 198	4,640	21,000	78%
4. 198 at Ben Maddox	10,000	20,000	50%
5. 198 at Demaree	13,000	26,000	50%
6. Lovers Lane at Walnut	5,000	10,000	50%
7. Lovers Lane at 198	5,940	12,000	50%
8. 198 at Lovers Lane	10,600	20,000	47%
9. Lovers Lane at Caldwell	4,590	8,500	46%
10. Mooney at Caldwell	16,200	28,000	42%
11. 198 at Mooney	16,200	26,000	38%
12. Court at Walnut	5,457	8,000	32%
13. 198 at Court	15,200	20,000	24%
14. Court at 198	6,400	8,000	20%
15. Mooney at Walnut	22,000	26,000	15%
16. Mooney at 198	26,500	28,000	5%

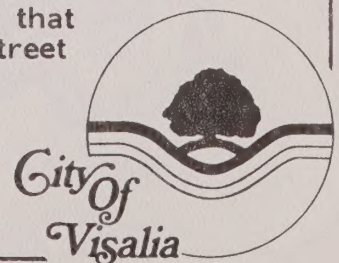
Source: Figures taken from the JHK Transportation Study.
 Areas are listed in order of the percentage of increased traffic between 1970 and 1990, as projected within the JHK Study.

E. PARKING

Parking facilities are a very important part of the total circulation system. Whenever there is a lack of parking facilities, back-ups in streets and excessive hunting for parking spaces may affect the circulation system. The City of Visalia provides two mechanisms in solving this problem. Firstly, the zoning ordinance requires off-street parking and loading facilities for each development. The number of required parking spaces will be determined by the type of development. Each parking facility must also conform to the adopted standards. Secondly a "Downtown Parking District" was formed in 1968. All properties located within the District are levied with a special tax in order to provide free parking facilities for the consumers via city owned and operated parking lots.

There are some indications that on-street parking along Mooney Blvd. has an adverse effect on that portion of the circulation system.

Therefore, in order to avoid this problem, it is recommended that on-street parking along Mooney Blvd. especially from Main Street south to Liberty Avenue be eliminated.



F. BIKEWAYS

The use of bicycles has historically been dominated by the youth of Visalia, however, this trend is changing. Nationally it is estimated that more than 8.5 million bicycles were sold in 1971. The growing concerns over smog, energy shortages, health and recreation, are encouraging an ever-growing resident bicycle-riding population. Also, the availability of the light weight multi-speed bicycle, and the low operating cost contribute to the popularity. More specifically people ride bicycles for the following reasons:

1. Recreation: For recreational cyclists, including racers, tourers, and pleasure riders, the trip itself is the objective of riding; and scenic routes with meanders, points of interest and even hills to add to the challenge, are desirable features of a bicycle path system.
2. Transportation: Increasing numbers of commuters use bicycles every day to get to and from work, school, shopping centers, etc. The large elderly population relies on the bicycle as a mode of travel because of the expense of operating a car. Also, the energy crisis is driving elements from all segments of the population to the bicycle as a mode of transportation. Of course, many school children are dependent on the bicycle as a means of transportation.
3. Physical Fitness: Bicycling is excellent exercise for persons of all ages because of the adaptability of the mode and the interesting nature of the activity. Three-wheelers, tandems, people-powered vehicles, and fold-away bicycles have expanded the range of age groups desirous of riding for health reasons.



Bicyclists are highly vulnerable in a collision because of the lack of protection for the rider. Cyclists also suffer from the lack of respect given to them by motorists. Too often the cyclist is considered an annoyance, instead of as another vehicle with as much right to the road as the automobile and its driver. This situation is compounded by night travel when bicyclists are not highly visible to the motorist, even with lights and reflectors on the bicycle. On the other hand, because many cyclists are young and inexperienced, they are unaware that they must obey all the traffic regulations and signals that motorists must obey. Since 1973, there have been more than 70 bicycle accidents within the City of Visalia.

Presently, the City of Visalia only has three bikeways, which are located at:

1. Conyer Street from Main Street south to Tulare Avenue.
2. Tulare Avenue from Mooney Blvd. east to Locust Street.
3. County Center Drive from Campus Drive south to Sunnyside Avenue.

The existing bikeways share the through traffic right-of-way. They are painted with double white lines on both sides of the street with the proper designation "Bike Way" stenciled on the pavement. The width of the bikeways is 4 feet wide for each lane, except those located on County Center Drive. The bikeways located on County Center Drive are five feet wide each way.

It is conceivable that more Visalians will be riding bicycles in the future, therefore, there is a need for more bike lands and the establishment of bike paths throughout the City. The circulation committee recommends that bike lanes be designated on school routes and major recreational areas. It is felt that bicycle lanes should not be located on arterials but rather on collector streets. A citizen committee should be established to study the entire bike plan and make further recommendations where bicycle lanes should be located.

G. MASS TRANSIT

The City of Visalia does not provide any particular form of public transportation system today. Automobiles will continue to dominate the local and regional travel needs within the foreseeable future. However, there are a number of residents who do not have access to an automobile or who are handicapped, elderly or disadvantaged. According to the 1975 Visalia Special Census, 10% (1062) of the families living within Visalia have no vehicle whatsoever. Therefore, there is a need for some form of public transportation system to be provided by the City for those residents, many of whom are unable to pay current taxi fares.

On the regional level, public transportation is presently served by the following systems:

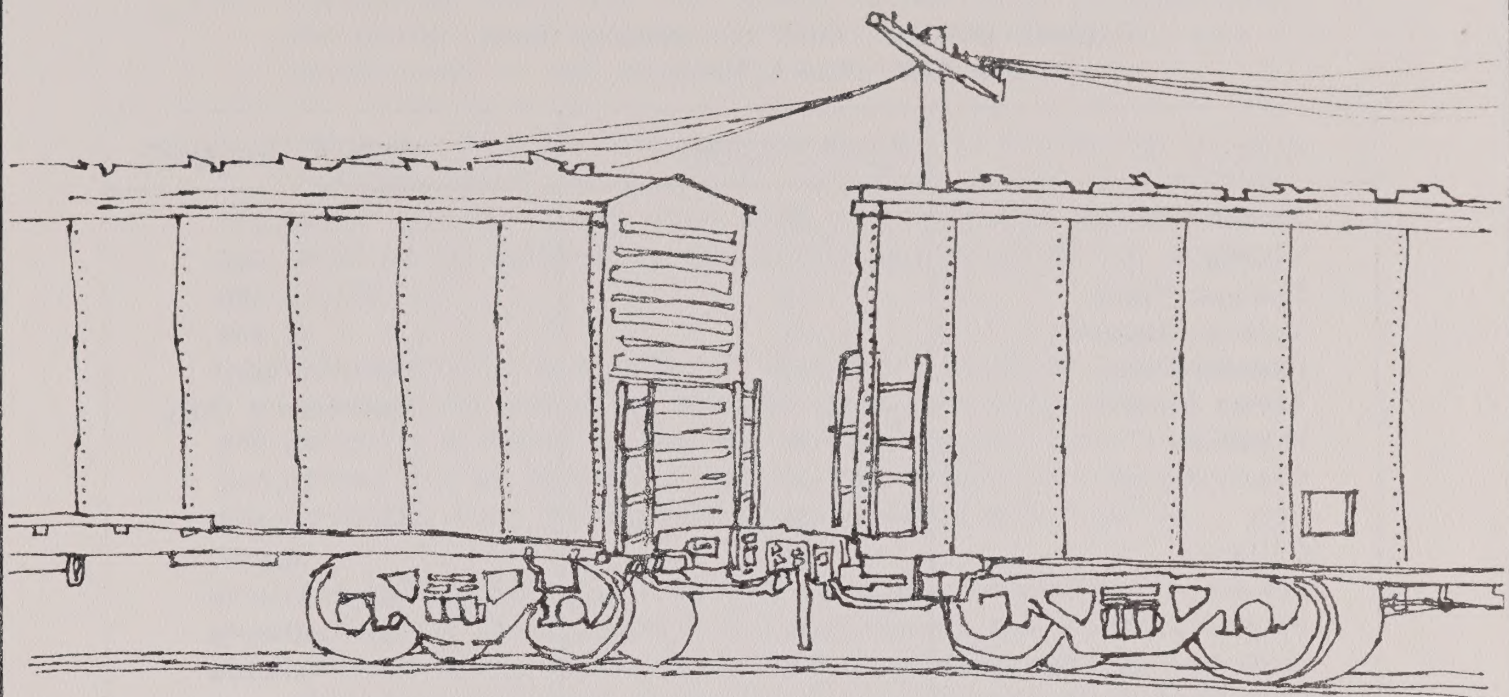
1. Bus Service: Tulare County and Visalia are presently served by three major bus companies; Greyhound, Continental Trailways and Orange Belt Stage Lines.

While these carriers do provide local or intra-county service, the station locations, routes and schedules are primarily oriented to inter-regional travel demands. Therefore, while providing a necessary and vital service, these bus companies do not and, perhaps cannot, meet the public transit requirements for large segments of Tulare County and the City of Visalia.

Visalia Senior Citizens Center also has two mini-buses to provide special services on a fixed route and any special activities for the senior citizens on a seven day basis. It has been documented that over 1,000 senior citizens use this service every month.

There are a number of charter or special-purpose bus operations in Tulare County, supplementing the limited scheduled service. These include:

- Charter service, principally to out-of-County destinations, provided by Orange Belt Stage Lines; approximately 35,000 passenger loadings per year.
- Farm labor buses; approximately 40 estimated to be operating in the County in 1974.
- Charter buses, from Fresno and/or other California metropolitan areas, to Kings Canyon and Sequoia National Parks; approximately 25 per year.
- Charter bus service provided by Yellow Cab Company of Visalia to the Tulare County Department of Education, supplementing local school district bus fleets.
- Mini-buses (or converted school buses) operated by various public and/or private groups for specific purposes, including, for example, those operated by: The Tulare County Training for the Handicapped, various churches, the Visalia Travel Agency (for customer trips to Fresno Air Terminal), and private schools.



2. Rail: There are no rail passenger transportation facilities directly serving Tulare County. AMTRAK service, one train north and one south each day, is available in Hanford, 18 miles west of Visalia. A boarding passenger survey during the period June 3-9, 1974, showed that only 11 of the 90 boarding passenger groups originated their trip in Tulare County; 10 of these 11 groups used private automobile from their Tulare County origin to the AMTRAK station.

Rail service to Tulare County is limited to freight movements on the Santa Fe Railroad, Southern Pacific Railroad and the Visalia Electric Railroad, a branch line of the Southern Pacific. The Southern Pacific main line, which serves freight only, traverses Tulare County adjacent to U. S. Highway 99, with 74 miles of main line track. Santa Fe Railroad serves Tulare County with a branch "fruit line", with 121 miles of trackage.

3. Air Transportation: Of the twelve airports in Tulare County, Porterville Municipal has the highest activity level, 85,000 operations per year, followed by Visalia Municipal with 60,000 per year, and Tulare Airport with 35,000 per year, see Table No. VIII-5. However, only Visalia has scheduled air service (United Airlines, four flights per day into Visalia and Swift Air Lines with two flights per day into Visalia).

Table No. VIII-5

**TULARE COUNTY AIRPORT INVENTORIES
AND OPERATIONS**

<u>Airport</u>	<u>Based Aircraft</u>	<u>Annual Operation</u>
Porterville	92	85,000
Visalia	85	60,000
Sequoia Field	25	16,000
Tulare Airpark	72	35,000
Harmon Field	4	Not Available
Three Rivers	--	Emergency Only
Woodlake	18	10,000
Green Acres	36	18,000
Alta	26	20,000
Gallaher	6	6,000
Eckert	--	Not Available
Pruner Field	--	Not Available
McKeen Field (private)	6	Not Available

Source: Regional Transportation Plan - 1976 Update,
Tulare County Transportation Planning Agency

The Adopted 1995 Regional Transportation Plan includes provisions for expansion of existing municipal airport facilities at Visalia, Tulare and Porterville. The Plan encourages expansion of air carrier service at the Visalia Municipal Airport including additional flights by United Airlines and Third Level Commute Air Carrier Service to supplement United's service.

Other existing general aviation airports in the County will continue to grow and expand, however, no capital expenditures are included in the plan since airport revenues will generally cover expenditures for any capital improvements required. Public funding was not assumed to be required to support general aviation capital improvements.

H. CIRCULATION POLICIES

Transportation has become an integral part of people's daily lives and meeting the transportation needs of an increasingly mobile public is an important concern for the City of Visalia. However, care must be taken to assure that the kind of transportation facilities required to move the people and the goods will not degrade the quality of life for all Visalians. Therefore, the overall objective of the Circulation Element presented here is to provide efficient transportation facilities while maintaining social, economic, and environmental concerns of the City.

- (1) Circulation within the City should be facilitated by improving the traffic carrying capacity of existing major arterials and development of new alternative arterial thoroughfares.
- (2) To insure that the transportation system is so planned to minimize social and economic disruptions to the neighborhoods, major arterial streets shall skirt neighborhoods and collectors shall be so designed to discourage non-neighborhood through traffic.
- (3) Where arterial and collector streets are required, residential development should be oriented away from such streets, and properly buffered so that the traffic carrying capacity of the street will be preserved and the residential environment be protected from the adverse characteristics of the street.
- (4) To avoid an adverse impact between the circulation system and residential development it is recommended that truck traffic be oriented only onto the designated arterial streets. A committee shall be established to specifically study and make recommendations on truck routes.
- (5) Development should be avoided which will significantly increase traffic congestion on arterials which are currently at capacity.
- (6) Provide adequate access to high intensity land use areas such as employment centers, shopping areas, and recreation facilities.
- (7) Due to the traffic congestion which results from numerous points of ingress and egress along commercial streets, future commercial developments should be master planned with minimum site areas of five acres and limited points of ingress and egress onto a major street.
- (8) Ingress and egress to shopping centers should be carefully designed in order to promote traffic safety. Left-hand movements into and out of commercial areas should be minimized and existing points of ingress and egress shall be consolidated whenever possible.
- (9) Due to its superior carrying capacity Highway 198 and its frontage roads (Mineral King and Noble Ave.) shall serve as the axis of development within Visalia.
- (10) Major arterial streets shall be built at a typical right-of-way separation of one mile. Whenever feasible, a major arterial street can be built to a larger right of way width as per subdivision standards.

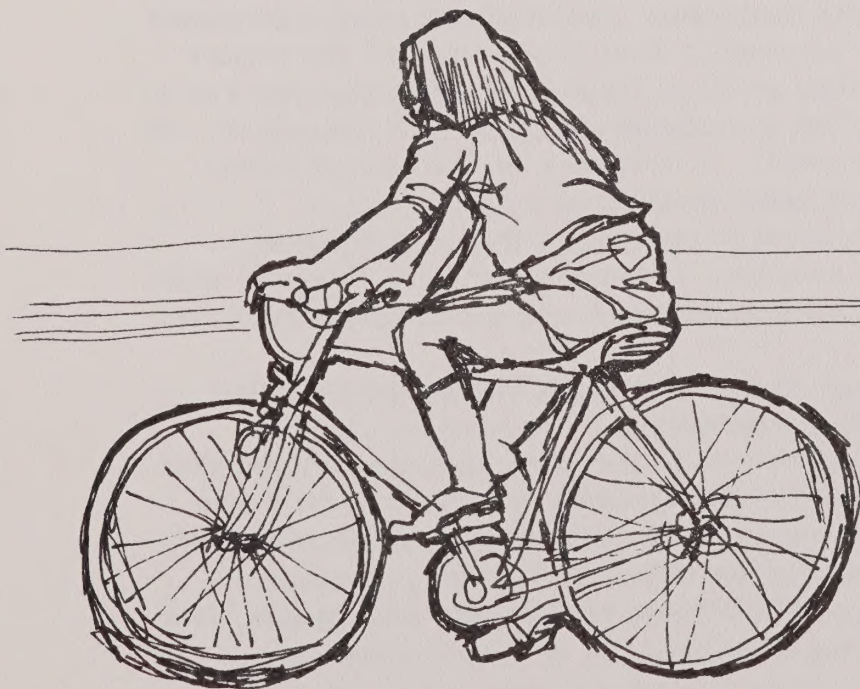
- (11) Recommend that the right-of-way widths and construction widths of all classes of streets from minor residential to major arterial be re-evaluated as part of the subdivision ordinance update this year.
- (12) Consideration shall be given to phase construction of the major arterials whereby sufficient right-of-way width is obtained for ultimate future needs, but street construction width is provided only to meet present (5-10 year) need thus avoiding the maintenance of unused pavement.
- (13) Due to it's traffic carrying demand, Mooney Boulevard shall be widened to six lanes with no on-street parking.
- (14) Give a high priority to public transportation systems which are responsive to the needs of the aged, handicapped and disadvantaged.
- (15) Evaluate the suitability of all modes of transportation, including bus, bicycle and walking, for the development of alternatives to the private automobile. Citizens Committees should be established to initiate such studies.
- (16) Sidewalks, paths and appropriate crosswalks should be located in proximity to all schools and along all principal streets leading to schools and other areas with significant pedestrian traffic. Whenever feasible, pedestrian paths should be developed to allow for unobstructed pedestrian flow from within a neighborhood.
- (17) Recommend that a committee should be formed to design a bicycle route system that would serve the needs of the users and provide a greater margin of safety. Suggest that at such time (this year) as the subdivision ordinance and improvement standards are updated that the location of bicycle lanes in relation to the traffic lanes on collector streets be given considerable study.
- (18) In order to avoid problems and confusion it is recommended that Visalia's street names be evaluated and changed where necessary and that a system for street naming be established.
- (19) The city shall work toward acquiring right-of-way within older areas to aid the flow of major arterials.

- (20) Since the Visalia Municipal Airport serves both Tulare and Kings Counties as the only air carrier airport, and as a primary business, corporate, and general aviation airport, efforts shall continue to be made to upgrade the service capacity of the airport.
- (21) To have a high level of intergovernmental coordination and citizen participation in the circulation and transportation planning process.
- (22) Work with other agencies to assure that the Regional Transportation plans are consistent with the City's land use policies.

I. THE REGIONAL TRANSPORTATION PLAN

In discussing local circulation and transportation systems, one must also address the circulation and transportation systems from the regional view point. The following information is part of the report prepared by the QUAD Consultants - Regional Transportation Plan, 1975.

Chapter 2.5, Title 7 of the California Government Code requires each designated regional transportation planning agency in the State of California to prepare a Regional Transportation Plan.



The Tulare County Association of Governments (TCAG) as the designated Regional Transportation Planning Agency for the County of Tulare, indicated in its initial charge to the consultants that the regional transportation plan to be prepared should not only satisfy the State Guidelines but should also provide a comprehensive, practical plan and program for the establishment of priorities and for the allocation of fiscal resources in Tulare County over a twenty-year period (to 1995). It was further expressed intent of TCAG that the plan to be proposed should be useful not only to TCAG but also to the County of Tulare Public Works Department, to the incorporated municipalities of Tulare County, and to those other agencies who might be involved in implementation of transportation facilities and programs in satisfaction of established needs and priorities during the planning period.

The State Guidelines require regional transportation plans for non-metropolitan areas to contain the following:

- "- Regional transportation goals, objectives, and policies.
- Forecasts by mode of transportation needs and deficiencies for the present, 10 years and 20 years.
- General transportation system of the region including land, air, water and terminal and transfer facilities with a forecast of capital and operating costs for 10 years and 20 years.
- A narrative of the process used in developing the transportation plan.
- A systems environmental impact report, the importance of which is stressed. Due to the bulk of the report and the review process, it is suggested that the report be prepared as a separate document and submitted with the regional plan. A summary of the impact report should be included in the plan.
- An implementation program to carry out the plan, including a schedule of improvements, a financial plan, and an operations program, and a capital improvement program.
- A program for the continuing planning phase, plan monitoring and updating.
- A backup supplement to the plan including inventories, technical reports, background papers, and land use plans used as a basis for the transportation plan and population and travel forecasts.
- A summary of the plan to be incorporated in the State Transportation Plan."

On September 18, 1974, TCAG adopted rules and regulations which included the following guidelines for development of a Regional Transportation Plan:

"VI. The Regional Transportation Plan

1. The Regional Transportation Plan, to be developed by the Tulare County Association of Governments, means the adopted five year and 20 year transportation plan of TCAG for the area under its jurisdiction whether such plan stands alone or is one element of the comprehensive plan for TCAG.

The Plan shall be directed at the achievement of a coordinated and balanced regional transportation system, including, where applicable, but not limited to, mass transportation, highway-railroad, maritime and aviation facilities and services, whether public or private, that is consistent with the County's and State's social, economic, and environmental needs and goals.

It shall evidence due consideration for and incorporation of, as appropriate, the transportation plans of the cities and the county, special districts, private organizations, and state and federal agencies, and shall include systems of both regional and inter-regional significance.

It shall include, but not be limited to, the following:

- a. Recommendations regarding regional transportation goals, objectives, policies and standards for all forms of transportation services, both public and private;
- b. Determination of existing inventories of travel methods, goods movements, transportation facilities and equipment;
- c. A review of existing financial resources for transportation planning, development, and operation;
- d. Forecasts of transportation needs and deficiencies;
- e. Alternative plans based on varying assumptions of financial resources, levels of transportation services and modal mix;
- f. An implementation program, including recommendations concerning the allocation of available funds to various modes and geographic areas, the desired authority, roles and responsibilities of various levels of government concerned with transportation, a schedule of improvement

programs, an operations program, a financial plan and necessary policies and legislation for implementation of the Plan."

Regional Transportation Goals and Objectives

Goal 1 - Transportation: Provide a high level of service for the movement of people and goods consistent with the enhancement of the physical, economic and social environment.

Objective - Provide integrated road, rail and air service which carries out the policies of the County's land use plan and economic objectives.

Objective - Provision of adequate, safe and convenient transportation facilities with minimal adverse environmental effects.

Objective - Provide a transportation system consistent with the best available sources of energy as they may be identified from time to time.

Objective - Continuously investigate and analyze newly emerging modes of transportation for applicability to Tulare County's transportation needs.

Objective - Prepare a regional transportation plan that meets the basic transportation needs of Tulare County and its cities and meets the objectives of the California State Transportation Board as outlined in the State Guidelines.

Goal II - Economy: Establish an adequate transportation system necessary to support, stimulate and expand the County's and the cities of the County's economic base and attract investment to support an expanding labor force.

Objective - Inventory, investigate and analyze conditions affecting communications and circulation functions in the County and the cities of the County and develop a transportation plan in coordination with these services.

Objective - Provide a transportation plan ensuring that job opportunities are within easy access of the County's and the cities of the County's labor force.

Objective - Improve freight movement facilities, including highway, rail and air connections between freight and perishable cargo terminals and their markets.

Goal III - Physical Development: Provide and encourage the creation and continuous improvement of attractive healthy and well balanced physical development of Tulare County and its cities.

Objective - Encourage preservation of open space through effective transportation planning to preserve the agricultural economy and attractive natural features of Tulare County and its cities.

Objective - Promote the orderly growth of communities within the designated urban area boundaries of each community.

Objective - Inventory, investigate and analyze conditions affecting physical development and prepare a transportation plan for optimum utilization of land.

Goal IV - Social Well-Being: Provide optimum transportation services to the community components which accommodate the social well-being of the citizens of Tulare County.

Objective - Expand and coordinate transportation planning for the provision of medical and health services, including adequate transportation for the elderly and handicapped.

Objective - Advance educational opportunities by means of adequate transportation systems.

Objective - Support County "non-viable" communities policy through provision of improved transportation systems for communities whose prognosis for growth is favorable, redirecting supportive transportation resources to these communities.

Goal V - Intergovernmental Cooperation: Establish maximum cooperation of governmental bodies concerned with the development of transportation needs in Tulare County and its cities.

Objective - Encourage coordinated transportation planning including law enforcement, fire protection, health services and other publicly supported services.

Objective - Develop information and criteria which may be helpful in the preparation of circulation plans for jurisdictions in Tulare County.

Objective - Promote public understanding and participation in TCAG transportation programs.

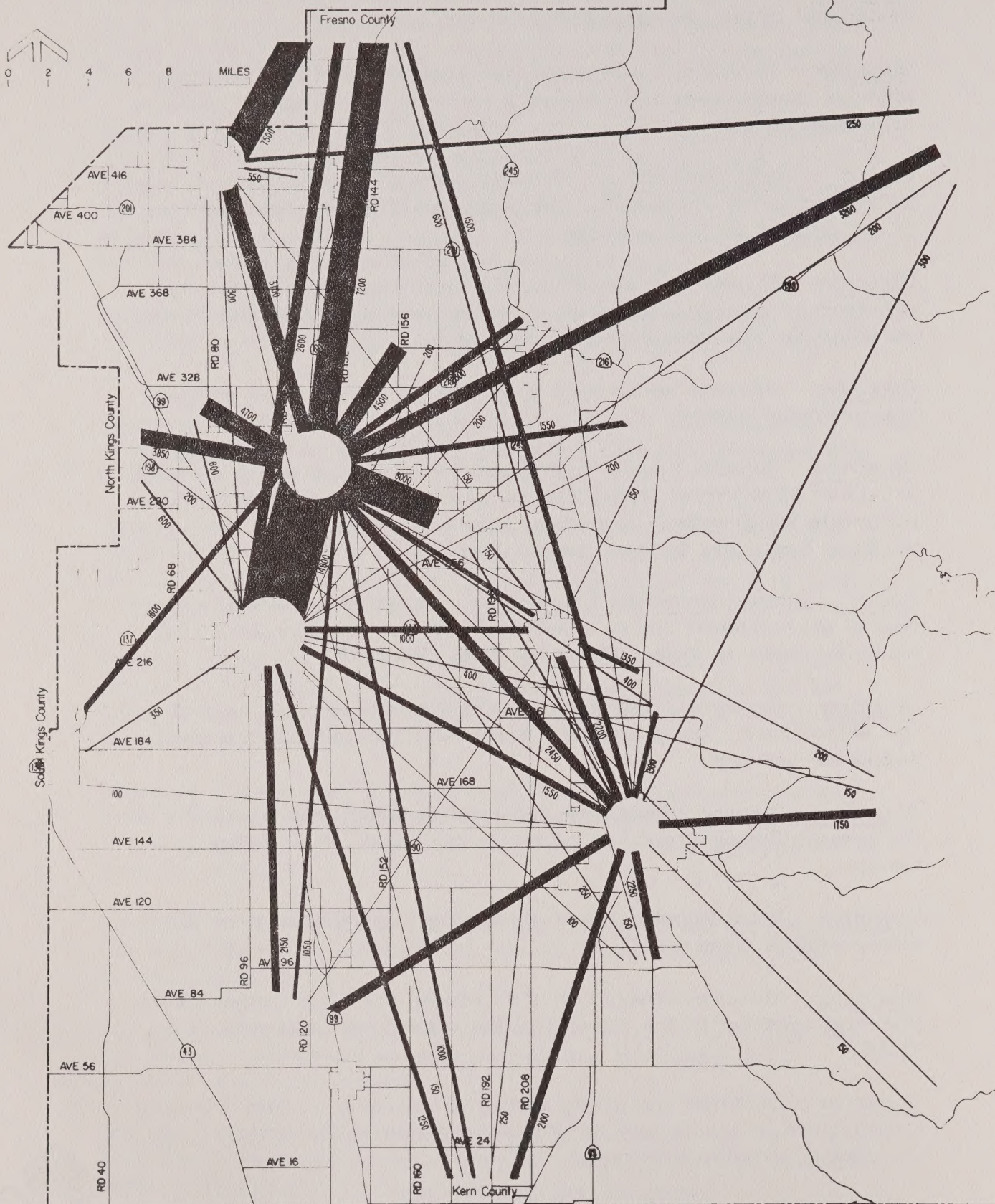
Objective - Enhance liaison with the Federal and State transportation planning agencies in the interest of the constituent governments of TCAG.

Objective - Establish continuing consultation among various Planning Commissions in the County for the coordination of the various circulation planning programs.

TRAFFIC SCALE

10,000 6,000 2,000 400

VEHICLE TRIPS PER DAY



Goal VI - Environmental: Provide and encourage creation and continuous improvement of a protected environmental setting for Tulare County and its cities.

Objective - Develop transportation plans leading towards creation of a clean and quiet environment.

Objective - Provide transportation systems which optimize utilization of land within the context of Tulare County's Environmental Resources Management Element.

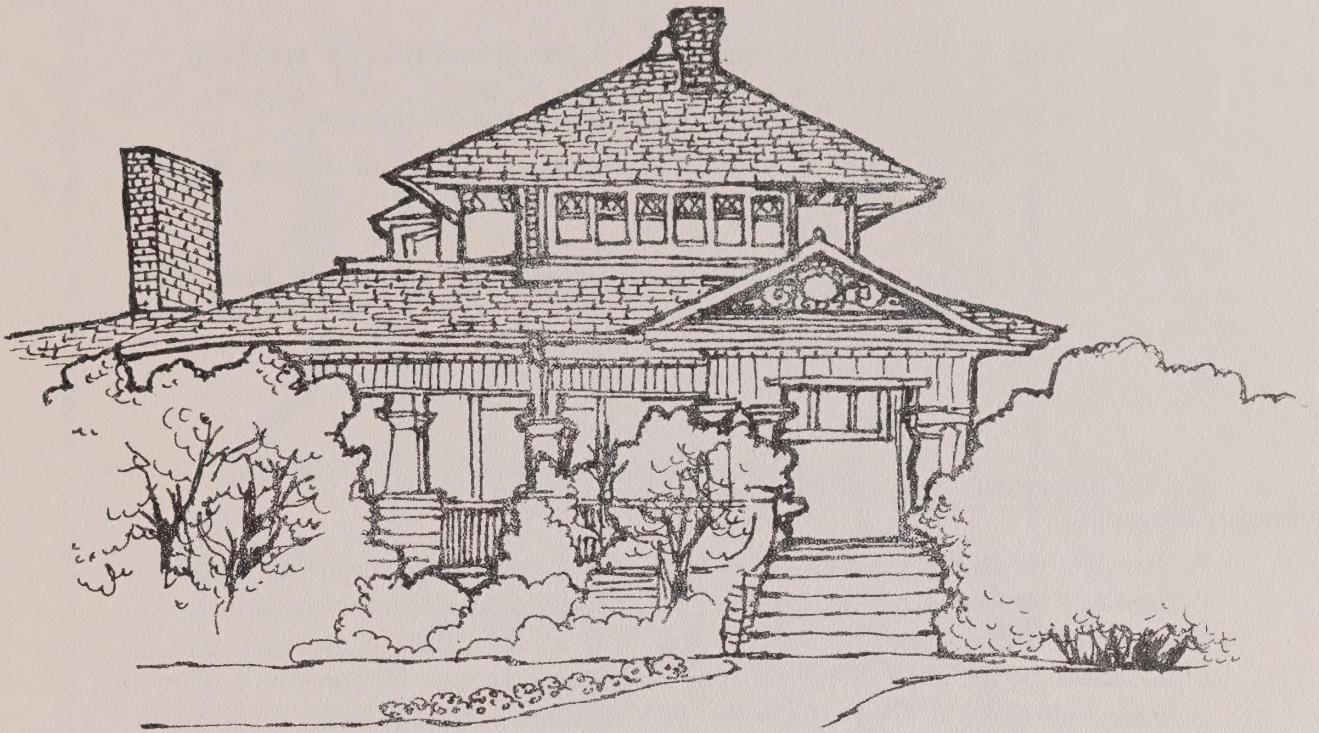
Objective - Develop coordinated procedures within the transportation network between State and local agencies for dealing with undesirable emissions and pollutants into the air.

Objective - Provide for the encouragement of feasible transportation modes which conserve energy resources such as bicycle and pedestrian traffic.



Chapter 9

Residential Development



IX. RESIDENTIAL DEVELOPMENT

For the past several decades, Visalia had a stable land-use pattern typical of most agricultural communities with residential areas surrounding the retail and commercial core of the City. Warehousing and industrial uses were developed along the railroads with the highest concentration of housing generally found to the north and south of the downtown area.

In response to the changing land-use and population patterns, both the Federal and State governments require a community to adopt a Housing Element as part of its local general plan. California Government Code Section 65302 (c) requires a housing element of all city and county general plans, as follows:

A housing element, to be developed pursuant to regulations established under Section 37041 of the Health and Safety Code, consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the plan shall make adequate provision for the housing needs of all economic segments of the community.

At least four broad goals of a housing element have been identified by the California Council on Intergovernmental Relations:

1. To promote and insure the provision of adequate housing for all persons regardless of income, age, race, or ethnic background.



2. To promote and insure the provision of housing selection by location, type, price, and tenure.
3. To promote and insure open and free choice of housing for all.
4. To act as a guide for municipal decisions and how these decisions affect the quality of the housing stock and inventory.

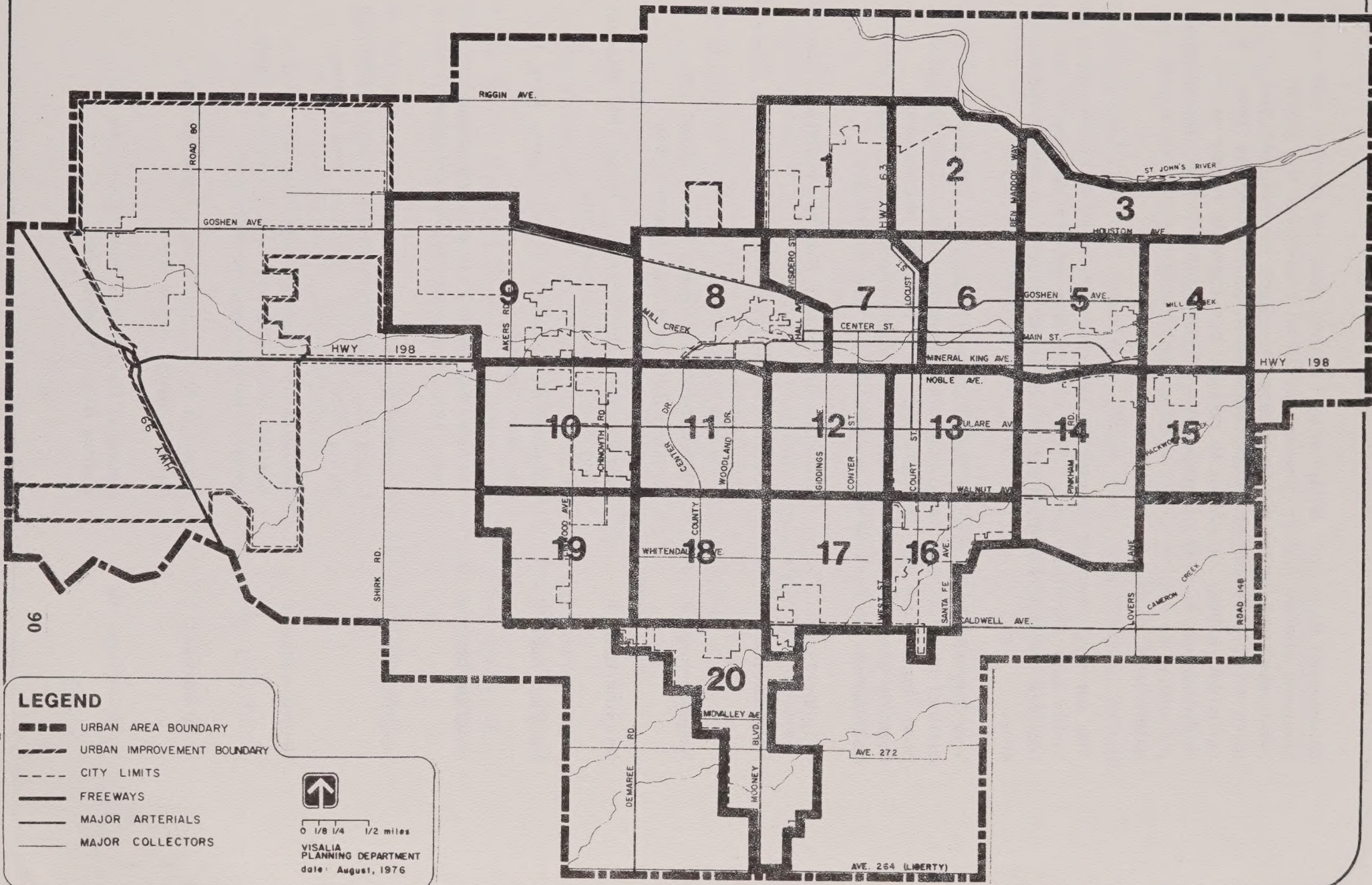
A. EXISTING HOUSING CHARACTERISTICS

A survey of the physical condition of the existing housing stock is necessary to measure and understand the extent and character of the needs and problems within the City. In 1970, a survey was conducted by a joint city-county staff task force. From this survey, it was determined that 10.3% or 981 units of the housing in Visalia were deteriorating, 6.2%, or 589 units were dilapidated, and 83.5%, or 7,934 units were in sound condition. These figures were based upon the following definitions:

Sound Housing - Sound housing is defined as that which has no structural defects or only slight defects which are normally corrected during the course of regular maintenance. Examples of slight defects are lack of mortar between bricks or other masonry, small cracks in walls, plaster, or chimney, cracked windows, slight wear on floors, door sills, door frames, window sills, or window frames and broken gutters or downspouts.

Deteriorating Housing - Deteriorating housing needs more repair than would be provided in the course of regular maintenance. Such housing has one or more defects of intermediate nature that must be corrected if the unit is to continue to provide safe and adequate shelter. Examples of intermediate defects are: holes; open cracks; rotten, loose or missing materials over a small area of the foundation, walls, roof, floors or ceiling; shakey or unsafe porch steps or railings; broken or missing window panes; rotten or loose window frames or sashes that are no longer rain-proof or windproof; broken or loose stair treads or loose or missing risers, banisters, or railings of inside or outside stairs; deep wear on the sills, door frames, outside or inside steps or floors; missing brick or cracks in the chimney which are not sufficiently serious to constitute a fire hazard; and makeshift chimneys such as a stove pipe or other uninsulated pipe leading directly from the stove to the outside through a hole in the roof, wall or window. Such defects are signs of neglect which leads to serious structural deterioration or damage if not corrected.

NEIGHBORHOOD BOUNDARIES



Dilapidated Housing - Dilapidated housing does not provide safe and adequate shelter and its present condition endangers the health, safety and well-being of the occupants. Such housing has one or more critical defects or has a combination of intermediate defects of sufficient number or extent to require considerable repair or rebuilding; or, if it is of inadequate original construction, the defects are either so critical or so wide-spread that the structure should be extensively repaired, rebuilt or torn down.

The survey, however, could not determine the quality of life going on inside each dwelling unit. The survey was general and could only indicate the exterior physical condition of structures within specific areas.

The City of Visalia has 20 neighborhoods. Each of which has distinct physical and socio economic characteristics. The Neighborhood Map, Table No. IX-1 and No. IX-2 indicates the existing housing characteristics within each neighborhood. Also, the boundaries for each of the neighborhoods are as follows:

- | | | |
|-----------------|---|--|
| Neighborhood 1 | - | Bounded by Riggin, Dinuba, Houston, Mooney |
| Neighborhood 2 | - | Bounded by Riggin, Ben Maddox Way, Houston and Dinuba |
| Neighborhood 3 | - | Bounded by St. John's River, Road 148, Houston Ave, and Ben Maddox Way |
| Neighborhood 4 | - | Bounded by Houston Ave., Road 148, Mineral King Ave., and Lovers Lane |
| Neighborhood 5 | - | Bounded by Houston, Lovers Lane, Hwy 198 and Ben Maddox |
| Neighborhood 6 | - | Bounded by Houston Ave., Ben Maddox, Hwy. 198, Court St. and NW 3rd Ave. |
| Neighborhood 7 | - | Bounded by Houston Ave. NW 3rd Ave., Court St., Hwy 198 (Mineral King), Giddings Ave., Murray Ave., Goshen, and Mooney |
| Neighborhood 8 | - | Bounded by Houston Ave., Mooney Blvd., Goshen Ave., Murray Ave., Giddings Ave., Mineral King, Demaree Rd. |
| Neighborhood 9 | - | Bounded by Goshen Ave., Demaree Rd., Mineral King, Shirk Rd. |
| Neighborhood 10 | - | Bounded by Mineral King, Demaree Rd., Walnut Ave., Roeben Rd. |

Neighborhood 11 -	Bounded by Mineral King Ave., Mooney Blvd., Walnut Ave., Demaree Rd.
Neighborhood 12 -	Bounded by Noble Ave., Watson St., Walnut Ave., Mooney Blvd.
Neighborhood 13 -	Bounded by Noble Ave., Ben Maddox, Walnut Ave., Watson Ave.
Neighborhood 14 -	Bounded by Hwy. 198, Lovers Lane, K Road, Ben Maddox
Neighborhood 15 -	Bounded by Hwy 198, Rd. 148, Walnut Ave., Lovers Lane
Neighborhood 16 -	Bounded by Walnut Ave., Railroad, Burke St., S. View Extension, Santa Fe Ave., Caldwell, West St.
Neighborhood 17 -	Bounded by Walnut Ave., West St., Caldwell Ave., Mooney Blvd.
Neighborhood 18 -	Bounded by Walnut Ave., Mooney Blvd, Caldwell Ave., Demaree Rd.
Neighborhood 19 -	Bounded by Walnut Ave., Demaree Rd., Caldwell Ave., Akers Rd.
Neighborhood 20 -	Incorporating area surrounding Mooney, south of Caldwell to Ave. 264 (refer to map)

Table No. IX-1 and Table No. IX-2 show neighborhood characteristics that are representative of the total (city and vicinity) area outlined by each neighborhood boundary.

In compiling the information for Table No. IX-1 and Table No. IX-2 the following sources were used:

1. 1970 Federal census statistics
2. 1975 Visalia special census statistics
3. City of Visalia annexation records
4. Knowledge of Visalia subdivision activity from 1970-1975

Smaller areas, called blocks, for which Federal census statistics are surveyed were added to obtain the information for Table No. IX-1. The information in Table No. IX-2 was taken from the 1975 Visalia Special Census by adding block data to obtain neighborhood data; however, the 1975 special census did not survey land outside the city limits. To obtain figures for areas inside neighborhood boundaries but outside the city limits the 1970 information was used and multiplied by a certain percentage to estimate 5 years growth. Furthermore, any population increase in any neighborhood due to

annexations from 1970-1975 was subtracted out because this increase was already counted when 1970 information for outside city limits was included. Some neighborhood figures for Table No. IX-2 were further adjusted because of past subdivision activity.

In summary, according to the 1970 census, there were 9,520 dwelling units in the City of Visalia, and the average household size was estimated at 2.87 persons per household. Whereas, the 1975 special census indicates that the City of Visalia has 13,200 dwellings with an average household size estimated at 2.77 persons per household. The 1975 census also indicated that the residential developments occupied approximately 2,395 acres of residentially developed land for an average density of 5.5 units per acre. It is also interesting to note that the percent of multi-family and mobile home developments substantially increased between 1970 and 1975 with the higher density housing accounting for 29% of Visalia's housing stock in 1975 versus only 23% in 1970.

Table No. IX-1

HOUSING AND NEIGHBORHOOD CHARACTERISTICS-1970

Neighborhood Number	Year Round Housing Units	Lacking Some or All Plumbing Facilities	Units in Structures of 10 or More Units	Owner Occupied	Rental Units	1.01 or More Persons Per Room	Female Head of Family	One Person Household	Total Population
1	948	11	0	608	307	156	104	103	3292
2	599	56	0	321	258	171	76	86	1823
3	95	0	0	59	32	7	12	13	261
4	184	0	0	127	51	16	14	15	633
5	317	8	0	165	143	37	33	51	1150
6	567	40	55	201	305	73	68	150	1450
7	1511	6	55	668	757	91	141	398	3680
8	492	2	22	297	153	10	31	96	1371
9	522	4	0	747	128	30	32	62	1566
10	566	6	2	455	132	28	31	92	1758
11	1270	0	115	952	283	37	62	166	3923
12	1570	1	62	1487	421	31	88	252	4379
13	1531	8	37	905	648	68	133	375	4079
14	187	1	0	173	9	3	6	50	382
15	59	1	0	28	26	13	3	3	192
16	321	0	0	276	40	11	16	13	1112
17	813	0	190	425	306	89	15	88	2400
18	451	0	0	344	74	18	17	26	1436
19	144	0	0	95	26	20	8	1	521
20	180	0	23	110	48	8	11	51	416
Tot.	12327	144	561	8443	4147	917	901	2091	35824

Source: U. S. Census, 1970

Table No. IX-2

HOUSING AND NEIGHBORHOOD CHARACTERISTICS-1975

Neighborhood Numbers	Housing Count	Vacancy Count	Vacancy Rate	Count of Households	Household Population	Population Per Household	Group Quarters Population	Total Population
1	1588	238	14.8 %	1370	4262	3.11	0	4208
2	570	32	5.55%	544	1971	3.62	4	1959
3	85	5	5.26%	90	329	3.63	0	302
4	245	5	2.0 %	240	799	3.33	0	799
5	355	18	5.07%	337	1138	3.83	118	1256
6	650	41	6.27%	610	1780	2.92	50	1830
7	1638	72	4.40%	1566	3793	2.42	27	3820
8	1393	67	4.82%	1326	3117	2.35	0	3117
9	740	17	2.14%	760	1977	2.60	0	1880
10	1498	217	13.74%	1362	3432	2.52	99	3312
11	1758	127	7.22%	1631	4684	2.87	0	4684
12	2200	103	4.66%	2098	5518	2.63	10	5528
13	1958	189	9.59%	1780	4431	2.49	6	4407
14	206	7	3.3 %	218	491	2.25	0	477
15	121	4	3.3%	125	275	2.20	0	275
16	454	14	2.6%	527	1449	2.75	0	1214
17	1192	154	12.2%	1103	3486	3.16	0	3310
18	833	87	10.39%	750	2401	3.20	0	2390
19	461	41	8.61%	435	1678	3.86	0	1637
20	214	14	6.30%	208	489	2.35	0	467
Total	18159	1452	7.85%	17080	47500	2.78	314	46872

Source: City of Visalia Planning Department

Table No. IX-3
HOUSING UNITS BY TYPE

Category	1970 ¹	1975 ²	No. of Increase
1 Unit per Structure	7,355 (77%)	9,309 (71%)	1,954
2-4 Units per Structure	921 (9.6%)	1,425 (11%)	504
5+ Units per Structure	907 (9.5%)	1,497 (11%)	587
Mobile Homes & Trailers	337 (3.5%)	866 (7%)	529
Miscellaneous	0 (0%)	103 (1%)	103
Total	9,520	13,200	3,680

Source: (1) U. S. Bureau of Census, 1970
(2) Special Census, 1975



B. PROJECTED RESIDENTIAL DEMAND

One of the basic weaknesses in housing projections has been the lack of continuous data at a level of detail which can produce meaningful conclusions. It is further complicated by both privately and publicly sponsored programs to supply housing where and when it is needed in a community. Therefore, many assumptions must be made for the projection. Assumptions such as:

1. The annual rate of growth will stay constant at 5%.
2. The average number of persons per household will drop down to 2.5.
3. Increase of alternate housing types for all income levels.

The City of Visalia experienced substantial population increase from 1960 to 1970, increasing from 14,791 to 27,268. According to the projection, the City of Visalia will have a population of 66,636 persons by 1995. This projected population, will require approximately 26,654 dwelling units by 1995 or approximately 13,454 more dwelling units than exist at the present time.

This means that, on an average, a minimum of 650 to 700 new dwelling units will be needed every year in order to keep up with the population growth for the City. The table below indicates the population and dwelling units projection for the City of Visalia.

Table No. IX-4

POPULATION AND DWELLING UNIT PROJECTIONS

<u>Year</u>	<u>Population</u>	<u>Population Per D.U.</u>	<u>Existing Units</u>	<u>Total Units Needed</u>	<u>Number of New Units</u>	<u>Cumulative New Units</u>
1970	27,268	2.8	9,520			
1975	34,750	2.7	13,200			
1980	42,636	2.6		16,398	3,198	3,198
1985	50,636	2.6		19,475	3,077	6,275
1990	58,636	2.5		23,454	3,979	10,254
1995	66,636	2.5		26,654	3,200	13,454

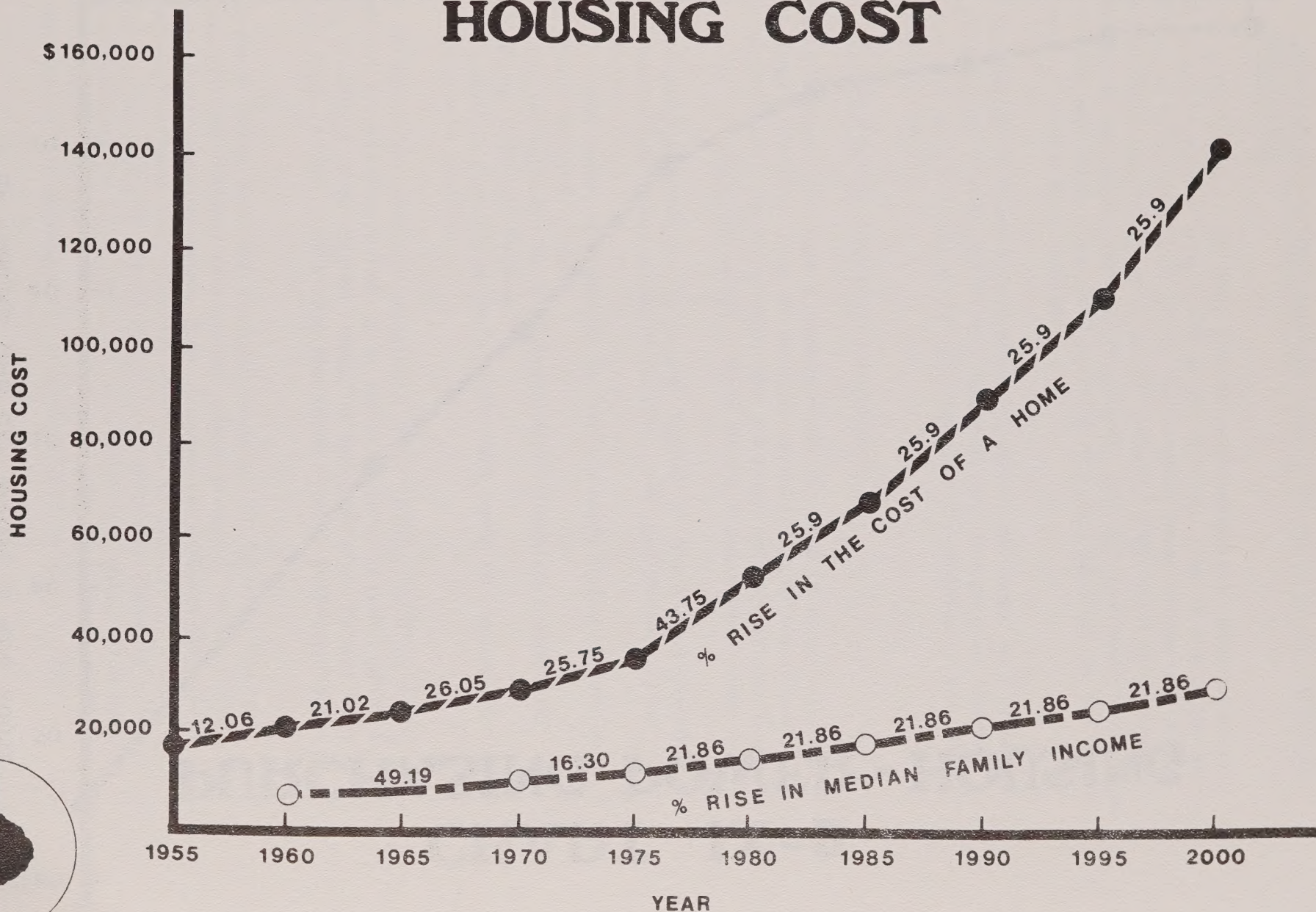
Source: Visalia City Planning Department

Socio-economic considerations must also be discussed in forecasting the housing needs. Income plays a critical factor when a family attempts to purchase a house of an adequate size to meet their needs. It has been documented that a smaller percentage of Visalia residents are financially able to purchase homes at the present time than were able to buy homes in 1970 or 1965. In Visalia, the median family income rose by \$3,188.00 or 49% from 1960 to 1970, while the cost of a house rose by \$10,750.00 or 52% during the same period. (Table No. IX-1) There are four reasons which have affected the steep cost of residential dwellings: (1) the continuous increases in building materials; (2) the staggering labor cost; (3) the increase in the size of houses and lots; and (4) the rise of interest rates.

One of the studies indicate that approximately 23% or 12,870 families in Visalia can afford to purchase a new house worth \$35,000 without spending a disproportionate share of their monthly income for housing. However, the same study also indicated that the purchasing power will be down to 16% by 1980. (Chart No. IX-2) The decreasing percentage of families who are able to purchase new homes has a profound impact on housing markets for the City. Therefore, some measures should be taken to curb the steep increase in the cost of homes in Visalia. Possible proposals could include but not be limited to:

- (1) Allow homes on lot sizes of 4000-5000 square feet.
- (2) Use clustering of homes to conserve space.
- (3) Encourage dependable new building techniques which may lower home costs.
- (4) Allow, well maintained and viable mobile homes to be scattered in some existing residential areas.
- (5) Continue to seek federal funds to help lower home costs by various methods.
- (6) Encourage more multiple construction.

CHART IX-I MEDIAN FAMILY INCOME / HOUSING COST



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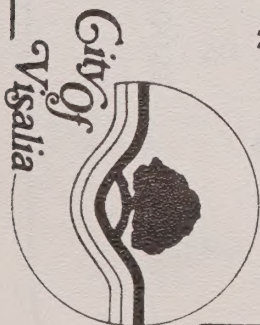
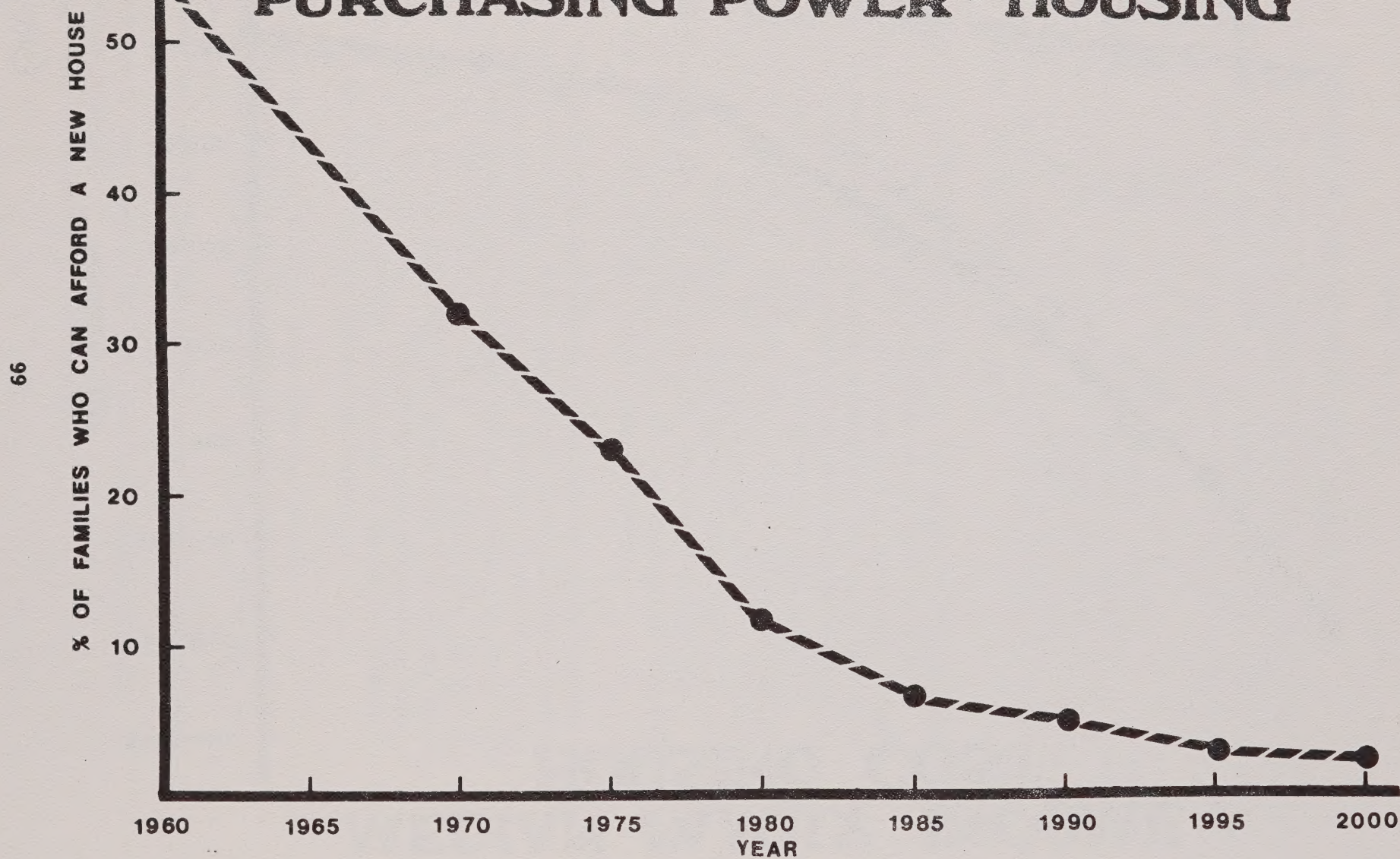


CHART IX-2

PURCHASING POWER - HOUSING



C. RESIDENTIAL DEVELOPMENTS AND AVAILABILITY OF SERVICE FACILITIES

The City of Visalia is divided into 20 neighborhoods. Each neighborhood occupies approximately 640 acres of land. One of the major service facilities in each neighborhood is the neighborhood commercial center. Neighborhood commercial uses are to provide areas for convenience shopping in the residential neighborhoods planned and controlled to the extent that any such areas will provide the vital services to the neighborhood in which it is located.

The concept of Planned Neighborhood Commercial Center was created for specific use by neighborhood residents and the policies which govern this form of commercial development are outlined within the Commercial section.

D. MULTI-FAMILY RESIDENTIAL ANALYSIS

Since 1970 there has been a considerable increase in construction of multi-family dwelling units in the City of Visalia. At the present time, multi-family dwelling units are scattered throughout the City with a few concentrated areas. Some of the concentrated areas are:

1. Located adjacent to the County Center or the K-Mart Shopping area at the intersection of Highway 198 and County Center Drive.
2. Located south of Highway 198 and between Watson Street and Santa Fe Ave., and
3. Located adjacent to the Sequoia Mall Shopping Center and along Caldwell Avenue.
4. Scattered through an area which lies north of the central business district.

One of the major problems which the multi-family dwelling units create is an adverse impact upon the existing circulation pattern. Many dwelling units located along the major arterial streets have direct ingress and egress onto the street from the development.

Apartment living satisfies a broad range of the housing market: young married couples who cannot afford to buy a house; elderly people either because of the fixed incomes or freedom from maintenance of a house and students attending college away from their homes. According to the Tulare County Housing Elements - 1975, it projects that by 1980, the City of Visalia will need 3,250 multi-family dwelling units. In order to provide living areas within the community where development is permitted at relatively high

density concentration and yet still be able to preserve many of the desirable characteristics and amenities of a small town atmosphere in each neighborhood, the Plan proposes policies which will aid the Planning Commission and City Council in determining the amount, and density of new multi-family zoning.

E. MOBILE HOMES

In the past, mobile homes were considered as a transient and less desirable form of housing. However, as the cost of conventional housing rises, mobile homes have become an important part of the local single family housing market, as well as at the national level. Since 1970, the U. S. Bureau of Census included mobile homes in their statistical data on housing.

The modern mobile home park is a complete multi-family housing complex. It provides a broad range of services to the occupants: a complete family recreation facilities, park like open space, and landscaping. Also, the size of a mobile home has changed over the years. In California, for example, double size units, 24 feet in width with 64 feet in length, are fast becoming the standard type of mobile home in the newer mobile home parks, and they come fully equipped.

Mobile homes definitely supply a need in the housing market for the City of Visalia, especially in the years to come. Generally speaking, most of the existing mobile home parks in Visalia are located away from existing residential neighborhoods. The table below shows the names of the mobile home park and the number of spaces in each park.

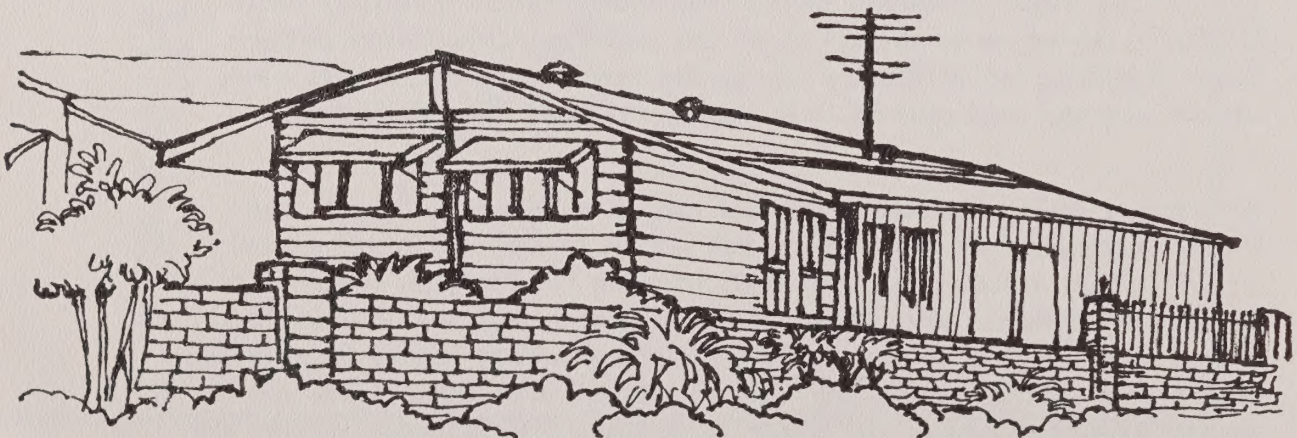


Table No. IX-5

MOBILE HOME PARKS

<u>Name</u>	<u>Total Spaces</u>	<u>No. Spaces Occupied</u>	<u>No. Perm. Residents</u>	<u>No. Billed Directly Power Co.</u>
Contempo Visalia	176	62 (35%)	116	0
Country Manor	106	106 (100%)	198	66
El Rancho Visalia	56	52 (93%)	97	0
Gold Star	183	162 (88%)	302	162
Mooney Grove	174	170 (97%)	318	170
Royal Oaks	149	119 (80%)	223	0
Sierra Mobile	33	33 (100%)	62	0
Sierra Vista	115	115 (100%)	215	115
Westlake Village	90	89 (99%)	166	89
White City	18	16 (88%)	30	16
Willow Glen	88	85 (96%)	159	85
Visalia Trailer Park	7	7 (100%)	13	0

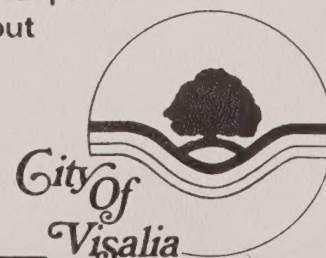
Source: Visalia City Planning Department

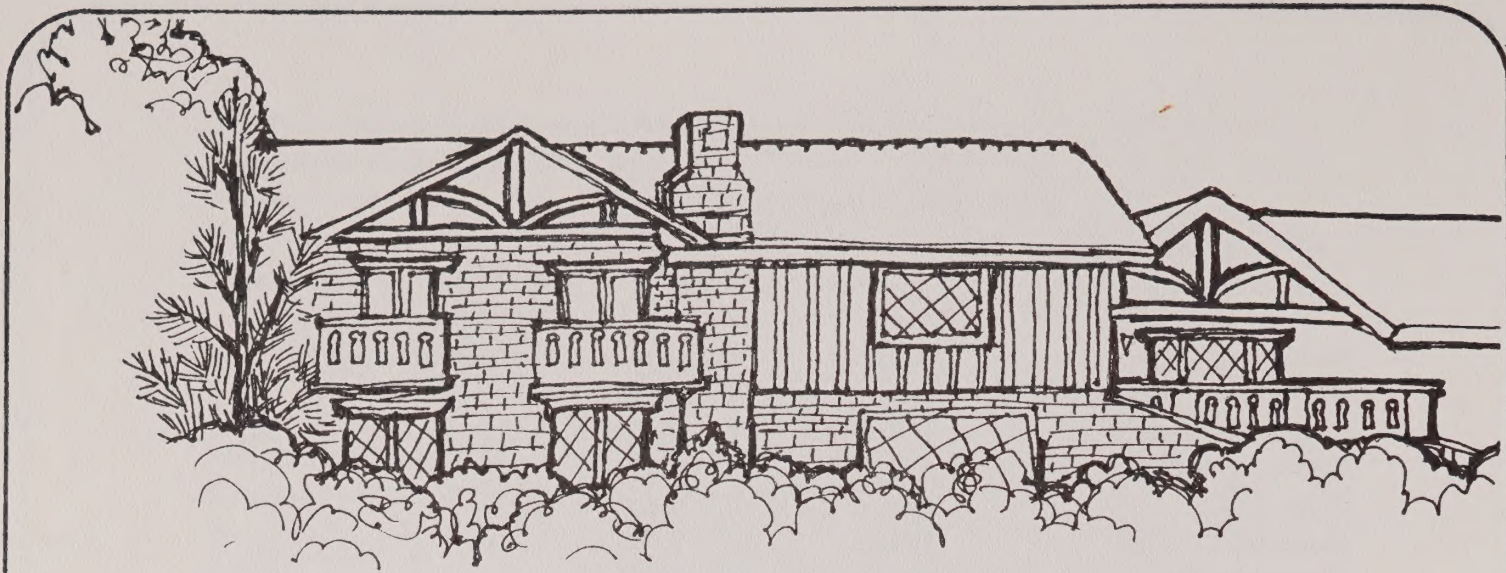
Future mobile home park developments should be located in areas of the City that are generally designed for other residential uses such as multi-family residential areas. The mobile home park should be designed and developed in such a manner that it can satisfy the housing needs while complimenting surrounding single family residential areas.

Mobile homes are one of the few housing modes which can be said to be low cost at the present time. Various federal, state and local statistics have indicated that this form of residence is becoming the only form of housing available for many families.

F. PLANNED RESIDENTIAL DEVELOPMENTS

To accommodate the projected population increase of Visalia for the year of 1996, approximately 13,454 new dwelling units will be required, which may consume as much as 2,446 acres of land. The primary means of accommodating those new residents will be in the form of conventional subdivisions. However, the concept of Planned Unit Development is now receiving widespread attention across the country and is becoming increasingly important in Visalia. The clustering concept of Planned Unit Developments allow greater savings in site construction, roads and utilities, and allows schools and parks to be located within easy walking distance of residences without causing children to cross major arterial streets.





The Planned Unit Development provisions within the Visalia City Zoning Ordinance allows the developers and decision-makers to deviate from the normal requirements such as setbacks and building heights. In return, for which a large amount of land will be left in open-space or recreational uses.

The main objective of Planned Unit Developments is to establish methods whereby land may be developed for different dwelling types and/or a variety of land uses which complement each other and harmonize with existing and proposed land uses in the vicinity. Also to promote and achieve greater flexibility in design, resulting in well-planned neighborhoods with adequate open space, light and air, pedestrian and vehicular circulation, and density of dwelling units.

G. URBAN REDEVELOPMENT PROGRAMS

The Community Redevelopment Agency of the City of Visalia was established by City Ordinance in 1969. Its governing board is the Visalia City Council acting as the Redevelopment Agency Board. The major purpose for its creation was to redevelop deteriorating areas of the City by the removal of blight and slums. Originally, it was funded by both federal and local funds on a 3/4 federal and 1/4 local matching basis. Since 1975 it has been funded under Title I of the Housing and Community Development Act of 1974. This act provides for Community Development Block Grant funds to cities under 50,000 population based on the cities prior history of federal grants received under several categorical programs now incorporated into the Block Grant program. This provision referred to as the "Hold Harmless" provision of the Act entitles Visalia, upon submission of an Annual Application, to a total of \$2,772,000 dollars to be disbursed by the Department of Housing and Urban Development over a 5 year period. Additionally, the Act provides for the submission of an Annual Application for discretionary funds with no assurance of funding.

Activities to be carried out by the Visalia Community Redevelopment Agency during the 5 year entitlement period will be primarily in North Visalia within the area bounded by Houston Avenue on the

South, Highway 63 on the West, Babcock street on the North and the A.T.&S.F. railroad on the East. The overall project area covers approximately 200 acres. However, the Agency has only received financing for approximately 100 acres of that area at the present time.

There are approximately 425 families residing in the overall project area. Since the start of the NDP in 1970 approximately 90 families have been relocated. 50 of these families were tenant and 40 homeowners.

Residents residing in substandard housing within the Urban Renewal Project area are assisted in the following manner:

1. Owner occupant occupying substandard housing: The sub-standard home is acquired and demolished by the Agency with the owner retaining ownership of the land. The owner is then entitled to a relocation or replacement housing payment not to exceed \$15,000.00. This payment is the amount which, when added to the acquisition payment equals the cost of comparable standard (decent, safe, and sanitary) replacement dwelling. The owner is then usually able to supplement the acquisition and relocation payments with a minimal conventional loan and construct a new dwelling on the original parcel thereby improving both the neighborhood and the displaced families housing conditions.
2. Tenant occupant occupying substandard housing: The sub-standard home is acquired and demolished by the Agency. The displaced tenant is then eligible for a Rental Assistance Payment not to exceed \$4,000.00. The amount of the payment is determined by multiplying the rent differential between the previously occupied substandard home and the presently occupied standard home by 48 months thereby assisting the displaced family for a 4 year period. If the displaced tenant elects to purchase a standard replacement dwelling, he is entitled to a \$2,000.00 payment plus an amount equal to the amount the displacee applies of his own money toward the purchase of the replacement dwelling not to exceed \$2,000.00 making the total maximum payment \$4,000.00.
3. Owner of a substandard home that can be feasibly rehabilitated: The owner of a substandard home suitable for rehabilitation and located within the funded project area is eligible for a low interest rehabilitation loan regardless of whether he is an owner occupant or owner investor.

Under the present loan program, a property owner with approved credit may receive a 6% rehabilitation loan in the maximum amount of \$7500.00 to be paid back over a maximum period of 15 years. Low income owner occupants may be eligible for technical and mechanical assistance from Self Help Enterprises thereby reducing the necessary amount of the loan.

In addition to direct assistance through acquisition, relocation, and rehabilitation the Agency is involved in the reparcelization of property for the purpose of creating new home sites and reducing existing parcels to standard lots that can be feasibly maintained. This is accomplished through new street construction and with the property owners cooperation in dividing the property. The reconstruction of existing streets and installation of public improvements is also an essential part of the program. The reduction of dust and improved drainage through the installation of curbs and gutters, sidewalks, storm drains and permanently paved streets has provided the potential homeowner the incentive needed to build his new home or rehabilitate his existing home in the North Visalia renewal area. It is anticipated that the program will be ongoing, expanding into other areas of the community in an attempt to improve the housing and living conditions of every resident of the community.

H. RURAL RESIDENTIAL/AGRICULTURAL INTERFACE

One of the major problems in land use planning is how to protect agricultural lands threatened by adjacent urban development. This "in-compatibility" is increasingly occurring in areas located north and south of Highway 198, between Shirk Road and Akers Road. Increased land values and higher property taxes are most often reasons for the conversion of agricultural land to intensive residential development. Also, allowing urban densities next to agricultural uses intensifies the conflict because of the human and domestic animal intrusion into nearby agricultural activities.

With this in mind, both the citizen committees and the planning staff recommended a transition or buffer zone for placement in areas between urban and agricultural-related uses. Rural residential lots of one acre minimums should serve as a good transition between standard residential density development and agricultural lands. It also preserves the rural character and amenities of Visalia, and would allow limited numbers of animals be kept for non-commercial purposes.

I. ANCILLARY RESIDENTIAL FACILITIES

The provision of adequate housing in a neighborhood also requires the provision of a complete range of community services such as: schools, parks, utilities, police and fire protections, etc. All of these community services are necessary in order to have a suitable living environment within each neighborhood. An inventory of existing community services as they relate to housing can provide some guidelines to the decision-makers so that they will know exactly what kind of services it must supply for each neighborhood. The chapter on Community Facilities has a detailed description of each facility being provided within the City.

However, there are several other facilities which were not mentioned in the Community Facilities section which should be addressed within the following paragraphs:

1. Elderly Care Facilities:

In 1960, the aged population (defined as 60 years of age and older by the U. S. Census) in the City of Visalia was 2,264 persons, or 14.3% of the total population. In 1970, the aged population has increased to 4,090 persons, or 15% of the total population. Elderly people are especially hard hit in a time of rapid inflation because most of them are retired, or cannot find employment due to lack of mobility or age discrimination. Therefore, they are, often times unable to cope with the tremendous fiscal demands of an appreciating housing market.

When the elderly are forced to move to other forms of housing, a choice of reasonable priced housing should be available to them. The State and Federal governments have responded to this need by proposing programs which allow for federally funded apartments, elderly housing projects sponsored by non-profit organizations, and privately operated convalescent homes. It is recommended that the following criteria be established for reviewing all future development of elderly care facilities. The intent is to locate these facilities with consideration of the needs of the inhabitants of the facilities as well as in areas which will be compatible with the general welfare of the citizenry.

- a. Elderly care facilities shall be located close to major arterials for accessibility to and from public safety and health facilities.
- b. Elderly care facilities shall be located close to public buildings and grounds, such as libraries, senior citizen centers, parks, etc.
- c. Elderly care facilities shall be located close to commercial facilities.
- d. Elderly care facilities shall be located close to possible future mass transit terminals.
- e. Availability of service utilities.

2. Quasi-Public Facilities

Quasi-public use has been defined as: A use operated by a private non-profit, educational, religious, charitable or medical institution, having the primary purpose of serving the general public, and including uses such as churches, private schools and universities, community, youth and senior citizen recreational facilities, private hospitals and the like.

Generally speaking, most planning agencies have been allowing the quasi-public facilities to be developed within residential zones so long as they are compatible with the surrounding land uses. It is recommended that the City establish an area designated exclusively for quasi-public uses. This zone would be used within areas which the City deems necessary for urban development without the generation of school children. The location of this land use should be exclusively used within areas which are not, nor are planned to be within the next 20 years, part of an established neighborhood, which can provide the necessary facilities such as schools and parks. Uses permitted under the "Quasi-Public Zone" are:

Churches, parsonages and other religious institutions, public and private charitable institutions, general hospitals, sanitariums, nursing and convalescent homes; not including specialized hospitals, sanitariums, or nursing, rest and convalescent homes for acute psychiatric, drug addict or liquor addict cases.

Public uses of an administrative, recreational, public service or cultural type including city, county, state or federal administrative centers and courts, libraries, museums, art galleries, other public buildings. Recreational facilities shall be of a regional nature.

Mobile Home Parks

Lodges and meeting halls for fraternal organizations and other organizations.

The following criteria shall be considered during the process of approval or denial of the project.

- a. The generation of pedestrian traffic across major arterials.
- b. The proximity of project to a similar use which creates a major increase of traffic volume at a specific time. (i.e. Sunday church services).
- c. Accessibility of those uses which require continual use of emergency services to major arterials.

J. RESIDENTIAL POLICIES

The following policies are based on the concerns of the citizens committees and their recommendations. Policies are also the reflections from the inventory and analysis of existing housing and related problems, the protection of needs.

Multiple Family

1. All multi-family residential development shall be reviewed through the planned development zoning procedure prior to the issuance of a building permit. The approval of new multi-family zoning shall be subject to the following criteria:
 - (a) Multi-family residential development shall not exceed 20% of the total dwelling units in a neighborhood.
 - (b) Multi-family residential development shall be located close to high intensity land uses such as commercial development, quasi public development, major arterial streets, etc.
 - (c) Multi-family residential development should not create an adverse impact on the neighborhood school, and recreation facilities.

- (d) Multi-family residential development should not create an adverse impact on the existing circulation pattern.
 - (e) Multi-family residential development should not be overly concentrated along any major arterial street.
2. In order to maintain the small town character of Visalia and to avoid the inherent design problems it is recommended that the current R-M-4 zone be deleted from future use.
 3. It shall be the goal for the City of Visalia to maintain the existing multi-family residential developments located:
 - (a) South of Highway 198, bounded by Watson Street, Tulare Ave., and Santa Fe Ave., and
 - (b) North of Race Street, bounded by Santa Fe Ave., Houston Ave., and West Street.

Planned Unit Developments

4. The City shall provide for and encourage planned unit residential developments. The approval of planned unit residential development shall be subject to the following criteria, but not limited to:
 - (a) Site Area:
 - (1) The minimum site area for a planned unit development which includes a planned neighborhood commercial site, P(C-1), shall be forty (40) acres.
 - (2) The minimum site area for a planned residential development shall be (1) acre. Parcels smaller than one acre in land area may be considered for a planned residential development if there are unique circumstances (shape, natural feature, location, etc.) which would deprive the land owner from the potential maximum development of his property if the ordinance requirements were strictly enforced.
 - (b) Open Space:
 - (1) Common usable open space shall comprise at least 25% of the land exclusive of streets. The common open space shall be land within the total development site used for recreational, park or environmental purposes for the enjoyment by occupants of the development, but shall not include public streets, driveways, utility easements where

the ground surface cannot be used appropriately for common open space private yards and patios, parking spaces nor other areas primarily designed for other operational functions.

- (2) Improvement and preservation of existing trees and other natural features on the site shall be encouraged whenever possible. The location of existing trees shall be considered when planning the common usable open space, location of buildings, underground utilities, paved areas and parking areas.

(c) Density:

- (1) The average population density per net acre shall not exceed the maximum population density prescribed by the site area regulations or the site area per dwelling unit regulations for the district in which the planned unit development is located other than as provided by the density increase allowance.
- (2) Density increases may be granted in exchange for project amenities which are in addition to those already proposed for the project.

Rural Residential

5. It shall be the policy of the City of Visalia to create a rural residential zoning to serve as a buffer zone in areas between urban and agricultural related uses.
 - (a) That the minimum parcel size for rural residential lots shall be one acre.
 - (b) That urban improvements can be waived by City Engineer (i.e. curb, gutter, sidewalk, sewer, etc.)
6. The city shall establish a low density, single family residential zone which will have a minimum parcel sizes of one-half acre.

Mobile Home Parks

7. The development standards for the planned mobile home parks will further encourage the creation of stable, attractive, residential environments within the individual mobile home parks themselves and provide a desirable transition or buffer to the surrounding areas.

- (a) All planned mobile home parks shall be subject to design review and a conditional use permit.
- (b) The site shall be placed in districts that are zoned for residential and quasi-public purposes only to assure that mobile home residents can enjoy the same safeguards from conflicting land uses (i.e. industry, service commercial, etc.) as could residents located adjacent to this form of residential categories.
- (c) The site shall be evaluated for its impact upon adjacent land uses. Adverse impacts such as over-crowding the educational facilities, neighborhood and the public recreational facilities must be avoided.
- (d) The site for a mobile home park shall front on to a major collector or arterial street.
- (e) The minimum site for a mobile home park development shall be ten (10) acres. However, it shall not exceed forty (40) acres per development. This would allow up to 240 mobile homes per development.
- (f) Mobile home parks shall not exceed 12% of the total dwelling units in a neighborhood. This would allow up to 240 mobile homes per neighborhood.
- (g) Design standards shall be established which assure that a mobile home park is easily integrated into a neighborhoods housing character.

Elderly Care Facilities

- 8. To insure the needs of the elderly people as well as the general welfare of the residents, the development of the elderly care facilities shall be reviewed according to the following criteria:
 - (a) Elderly care facilities shall be located close to major arterials for accessibility to and from public safety and health facilities.
 - (b) Elderly care facilities shall be located close to public buildings and grounds, such as libraries, senior citizen centers, parks, etc.
 - (c) Elderly care facilities shall be located close to commercial facilities.

- (d) Elderly care facilities shall be located close to possible future mass transit terminals.
- (e) Availability of service utilities.



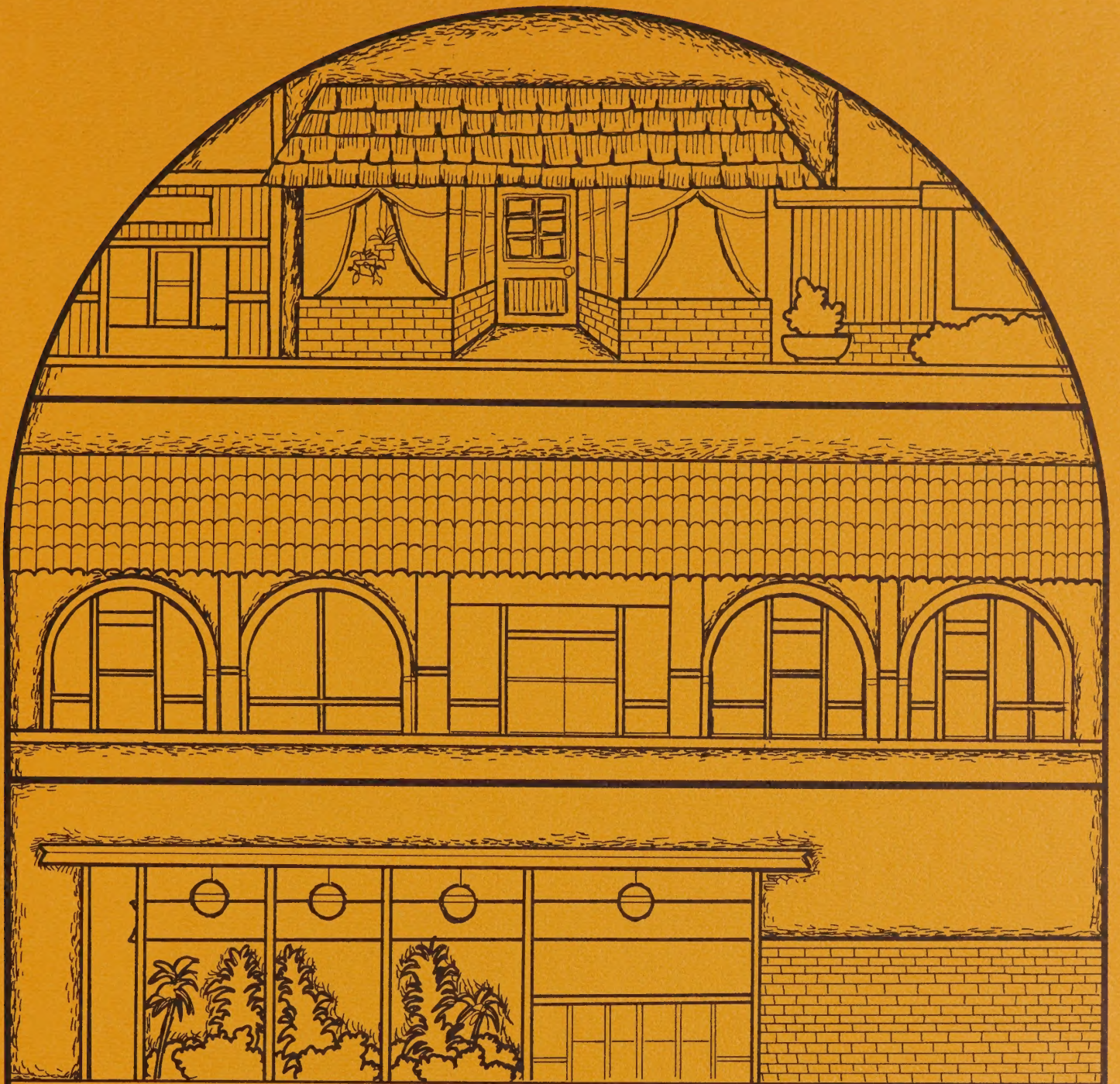
Quasi-Public Uses

9. To provide a "Quasi-Public" zoning district which will be applied to properties which are suitable for some form of non-commercial urban development which will generate few children. Such sites are located within areas which do not provide the facilities (school, parks, etc.) which are necessary for a healthy child rearing environment. The following standards, are to be used as a guide-line during the process of reviewing the proposal:
 - (a) The generation of pedestrian traffic across major arterials.
 - (b) The proximity of project to similar uses which creates a major increase of traffic volume at a specific time. (i.e. Sunday church services).
 - (c) Accessibility of those uses which require continual use of emergency services to major arterials.
 - (d) The quasi-public zone will allow uses which are typically identified as conditional uses within the residential zone. The following uses shall be allowed: (1) Churches; (2) Public Buildings; (3) Elderly care facilities; (4) Private clubs and organizations; (5) Mobile Home Parks; (6) Hospitals and sanitariums.
 - (e) All of the uses which are allowable within the quasi public zone shall be processed as conditional uses.

Historic Preservation

10. Due to the unique character and historical significance of many of the homes located within an area north of the downtown; , a historical preservation element of the Visalia General Plan shall be adopted to preserve the historic nature of the area.

Until such time that a historic preservation element is adopted, residential zoning shall be maintained within the area north of Murray Street between Conyer and Santa Fe. Offices may be developed within this area by a C.U.P.



Chapter 10

Commercial Development

X. COMMERCIAL DEVELOPMENT

A. ANALYSIS OF COMMERCIAL CLASSIFICATION

An analysis of Visalia's commercial districts indicates the intensity of these uses within the City and their relationship to other land uses. The judgement as to the practical viability of each type and location of commercial use aids in determining the policy for future commercial growth as well as for rejuvenation of some existing commercial areas.

1. Neighborhood Commercial

Neighborhood commercial centers are to provide convenience shopping in the residential neighborhoods. The principal tenant in a neighborhood commercial center is usually a grocery store. Other uses may include a dry cleaners, coin-op laundry and/or gas station. The facility serves a population of approximately 6000-7000 people with a site area of between three to ten acres depending on the residential density of its service area.

One factor determining the service area of a grocery store is the amount of money available within the community to purchase food. Visalia's median income indicates that approximately \$12.50 is available to be spent per person weekly. Assuming that there are 6000 people within a one-square mile area, a sum of \$75,000 would be available within each neighborhood. According to market research personnel of large grocery store chains this sum should be sufficient to support a neighborhood grocery store.

Presently, neighborhood commercial centers are scattered throughout Visalia and intermingled with other land uses. Several neighborhood commercial locations are complete centers with a small grocery store, coin-operated laundry and other accessory uses. It is not uncommon, however, for a convenience market or full grocery store to be an isolated unit without any other neighborhood commercial uses in the vicinity.

There are six grocery stores in Visalia with floor space over 20,000 square feet. All of these are located on major arterial streets. There grocery stores are not evenly distributed throughout the city. Four are clustered within one-half mile of each other, and are one-half mile from the intersection of Mooney Blvd. and Walnut Avenue. The location of the stores tend to bring shoppers toward the center of Visalia and into areas of regional and community facilities rather than service people within the neighborhood unit.

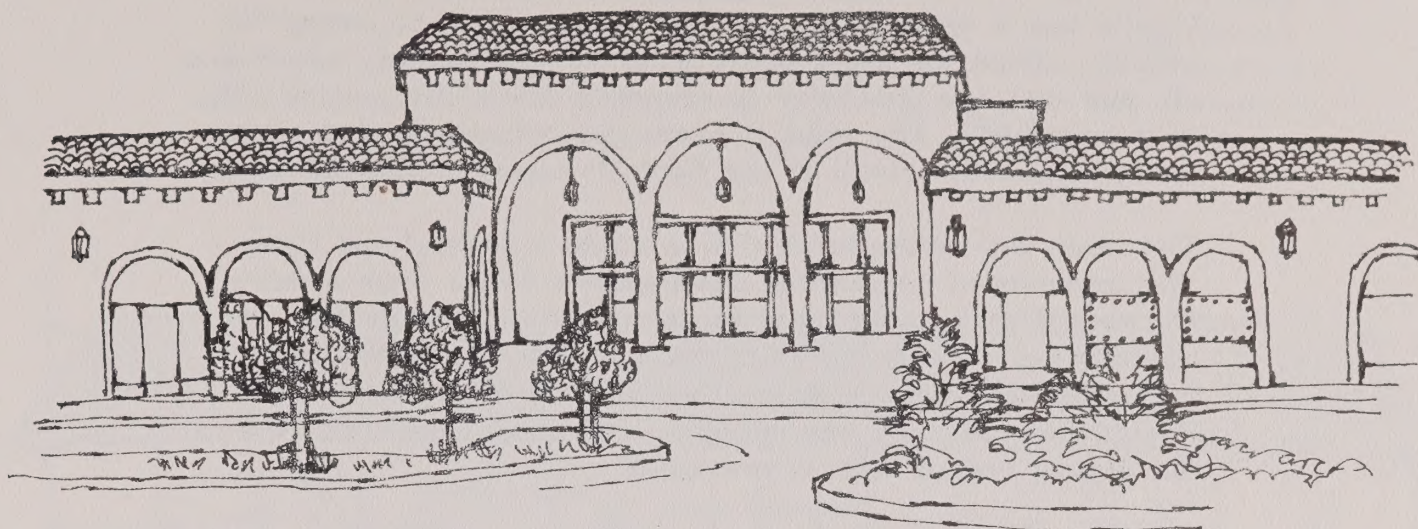
The proposed land use policy for future neighborhood commercial development is to allow a 3½ acre commercial site to be developed in conjunction with an approved planned unit development. This policy is similar to one which has been used by the City since 1969, however, only one commercial development has been completed under this policy to date.

The locational policy which has been used and which is proposed to remain, allows only one corner at the intersection of two major arterial streets to develop into a small neighborhood commercial center. The designation of a commercial corner is made in conjunction with the first planned unit development to be approved and is therefore, an integral part of the total master plan. The land use plan does not indicate specific locations for neighborhood commercial centers, however, such developments can be zoned and approved for either existing neighborhood commercial areas or new planned unit developments.

2. Regional Retail Commercial

Visalia serves as a dominant retail center for both Kings and Tulare Counties. The quality, variety and types of commercial goods which are marketed have a direct relationship to Visalia's regional retail drawing power. To date, three areas within the community provide almost all of the regional retail uses. The Downtown, Mooney Blvd. and the County Center shopping area are the primary retail areas. The primary goal of this land use element is to assure the maintenance of Visalia's status as the regional retail center between Fresno and Bakersfield and to upgrade the aesthetics of any new commercial development. It is projected that approximately 150 acres of new retail commercial land will be needed to satisfy the demand by 1986. Expansion of either the downtown or the County Center shopping area is limited and further expansion of commercial growth along Mooney Blvd. presents some serious circulation problems.

In 1969, the City of Visalia instituted a policy to limit commercial development along Mooney Blvd. to the area north of Packwood Creek, until such time that 75% of the available land was developed. In 1973 the policy was amended to stop further commercial expansion south of Packwood Creek with consideration given to the development of alternative forms of urbanized land uses. Upon studying the issue of Mooney Blvd. development, the General Plan Committee voted to halt any further urban development at Packwood Creek with a new growth emphasis to the eastern portion of the community. The rationale



behind the committee's decision was based upon circulation and growth considerations. If commercial development were allowed to continue along Mooney Blvd. with residential growth following, the primary circulation route of the City would be Mooney Blvd. Unfortunately, Mooney was never built to carry the demand which would be imposed upon it if full development were to occur. Rather than Mooney Blvd. serving as Visalia's axis, Highway 198 can more logically carry the bulk of Visalia's traffic. It was then proposed that further strip commercial development along Mooney Blvd. would be unacceptable and that new commercial growth would need to be accommodated within another area.

Although commercial growth along Mooney is proposed to be restricted to the area north of Packwood Creek, there are 100 acres of land available for commercial expansion within the existing commercial area. The expansion of Mooney Blvd. commercial to 100% capacity will only satisfy 66% of the land area demand, therefore, future regional retail expansion is proposed to be located at the intersections of Ben Maddox and Highway 198 as well as Lovers Lane and Highway 198. (See land use map) The proposed retail development at intersections of Ben Maddox and Highway 198 will logically draw from a regional clientel due to its good visibility and accessibility via Highway 198 and Lovers Lane (both major county arterials).

3. Local Retail Commercial

Visalia has a long history of development (approximately 125 years). Thus there are areas within the community which are old and lack the character or economic feasibility and stability they once had. The area of particular concern is that of the commercial areas north of the Central Business District.

The areas are characterized by a mixture of land use types. The intensity of commercial development varies from a dairy bi-product processing plant to neighborhood commercial businesses. There is a high vacancy rate in existing buildings and many have a general appearance of disrepair. Residential uses are intermingled with these commercial uses. Completely vacant land is prevalent.

Revitalization of these commercial areas is necessary to restore economic viability, improve the aesthetic quality of these areas, encourage the type of commercial activity which cater to the needs of the local community and provide healthy living environment for the current and future residents of North Visalia.

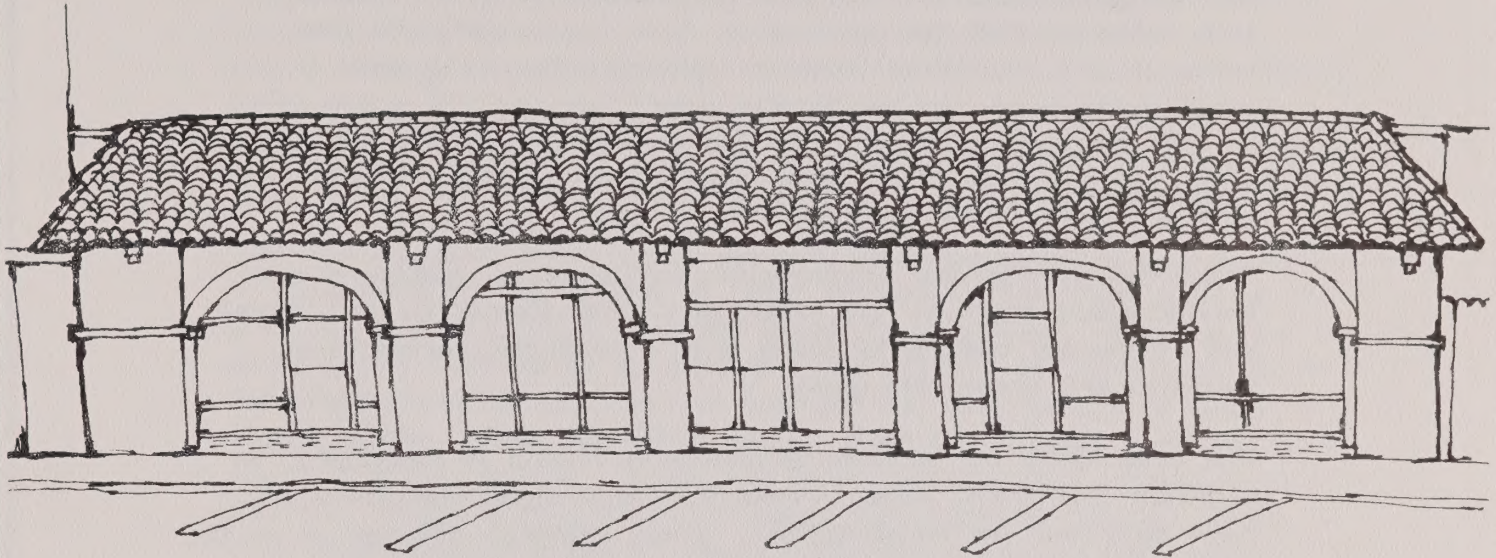
4. Central Business District

The Central Business District of Visalia is an economically viable area for retail, financial and other types of commercial businesses and services. The commercial activity within the downtown influence is spatially limited to the south by Highway 198, the west by a mixture of residential, professional and public uses and to the east by service commercial and manufacturing uses. The vacancy rate of existing buildings is extremely low. The area is conducive for an array of businesses including retail, office and personal services. Off-street parking is available throughout the area.

The character of the Central Business District is slowly changing to one of a business center rather than dominantly retail sales. This change is healthy and will result in new office development to the north and northeast of what is typically identified as "downtown".

In order to maintain the quality of the Central Business District, the City Council established a Town-Center Business Improvement Area. Revenue for the special district is generated through additional tax rates levied on the general business license tax. The funds may be used for: (a) the acquisition, construction and maintenance of parking facilities for the benefit of the area, (b) decoration of any public place in the area, (c) promotion of public

events which are to take place on or in public places in the area. (d) furnishing music in any public place in the area (e) the general promotion of retail trade activities in the area. The programs are administered through Visalian's, Inc., and are intended to promote the businesses and the downtown area in general so that it remains an asset to the community and a viable and profitable area for commercial activity.



The programs have been quite effective, and the vacancy rate in this area is quite low. Placement of the new City-County library facility in the downtown district.

5. Service Commercial

There are many commercial enterprises which provide services rather than retailing products. These uses (i.e. contractor's yards, body shops, air conditioning contractors, warehouses, etc.) are called service commercial enterprises and are located within areas which are separated from residential development. The uses which are allowed within the service commercial district can generate nuisances which cause problems when located adjacent to residential uses. The primary area for this development is located to the east of the downtown up to Lovers Lane.

Service commercial uses are currently primarily located north of Highway 198 and east of the Central Business District. There are several other locations throughout the city which are located midst other commercial land use types. The concept of planned service commercial land use is one intended

to foster the development of uses which will be compatible with adjacent uses and create a district for this type of commercial activity which will be an economic and aesthetic credit to the city.

Through planned service commercial process, potential undesirable qualities of new developments may be considered and mitigated before a situation of incompatibility is created. It is intended that the planned service commercial land use be used as a transition between light manufacturing and other commercial and residential uses.

6. Highway Commercial:

The existing Highway Commercial developments, generally are located along Highway 198, west of County Center Drive. Motel and restaurant complexes along with commercial recreational facilities are among the uses.

The area along the western entrance to Visalia is developing in highway commercial uses. Two new hotel-motel complexes have been approved for construction. Since Highway 198 serves as the major route to Sequoia National Park and the southern Sierra Nevadas, highway commercial facilities are both necessary and economically feasible commercial enterprises.

7. Professional Offices

Professional offices exist in practically all areas of commercial activity. The area with the highest concentration of offices includes the Mill Creek Professional Buildings on West Main Street through the Central Business District. Nine percent of the developed area along Mooney Boulevard from the intersection of 198 to Caldwell Avenue devoted to offices.

The types of facilities vary immensely. The Mill Creek Professional Buildings are a group of separate units which were designed as the commercial portion of a Planned Unit Development. The County Civic Center consists of a complex of multi-level buildings housing hundreds of employees. West of the Central Business District are the City of Visalia administrative offices and public safety facilities. The offices of individual businesses include large buildings solely for one business, large building with a number of separate suites, and small single detached offices.

Since Visalia is a regional service center for professional services as well as retail goods, the amount of offices is a result of the combination of needs of the people of Visalia as well as those within the trade area.

B. VISALIA TRADE AREA ANALYSIS

1. Description of Visalia Trade Area

The trade area of a community serving as a regional trade center is determined by the number of people and the distance they must travel to obtain needed goods and services with optimum convenience. Daily needs are generally provided by the services available within neighborhood and community outlets. Specialized goods and services are often in centralized locations or in areas with a high population.

The San Joaquin Valley cities serving as trade centers vary greatly in population. The variety of retail outlets and services offered are greatest in communities with the highest population. Between two communities serving as a regional trade center, are points at which the competition for shoppers is between the two centers is equal. These points, called breaking points, form the boundary of the regional trade centers. Since the trade centers vary in population and the amount and selection of goods and services offered, trade area boundaries will not be exactly half-way between two centers. Wider selection often makes an increase in travel time worthwhile, which accounts for the trade area of the largest cities traversing the half-way mark between two centers.

For the purpose of determining Visalia's trade area, a mathematical formula was applied.* The contour indicates that attraction to Visalia is greater from the south than the north. (See Map X-1) This is because Bakersfield's influence on Visalia is not as great as Fresno's. Fresno has a larger population and is closer to Visalia than is Bakersfield.

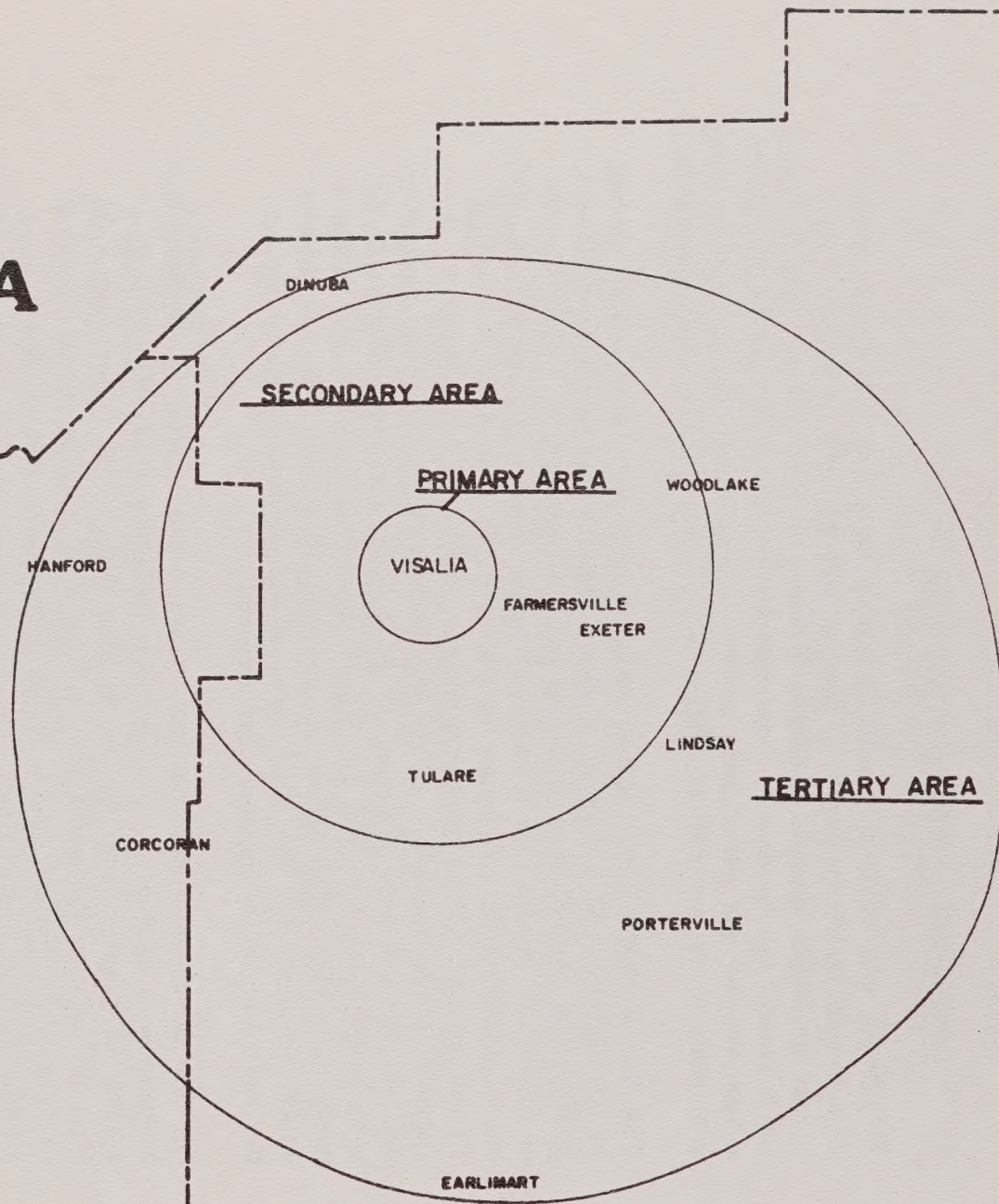
The largest city in the San Joaquin Valley west of Visalia is Hanford. Hanford has an urban area population of 18,428. It is the seat of the County of Kings and is the location of the county courthouse. Hanford provides community level retail goods and services. There is not sufficient population to support the array of businesses present in Visalia or other regional trade centers. Since there is not a regional trade center to the west, Reilly's law could not be used to determine the breaking point. A point was, therefore chosen west of Hanford and east of the point equidistant to Visalia and Fresno.

* Reilly's Law of Retail Gravitation

MAP X-1 VISALIA TRADE AREA



121



The boundary east of Visalia was drawn to include the most easterly mountain community accessible to Visalia. Beyond the boundary line, the traveling time is so great to any regional trade center that the frequency of trips to the regional trade centers might be extremely limited. A person residing in these areas might opt to spend more time in transit to the largest trade area to insure that needs will be met in one trip. For this reason, the area east of Three Rivers was not included.

The following map delineates the trade area of Visalia. The contours indicate the primary, secondary and territory trade areas. The population within each designation is as follows:

Primary	43,000
Secondary	107,500
Tertiary	203,500

2. Characteristics of Visalia Trade Area

Analyzation of the taxable sales transaction in Visalia indicates that the type of goods which attract regional shopping trade. The Table No. X-1 shows the entire year's volume of taxable trade in 1974. Per capita figures are calculated by using an average 1974 population of 33,950. Also included are the statewide per capita taxable sales for each of the merchandise categories.

The variance between Visalia's per capita sales and the California average indicates the approximate amount of regional shopping which took place in Visalia for various classifications of retail goods. As shown on Table No. X-1, automobile dealerships, auto supplies and general merchandise stores are major attractors of regional retail trade.

Another indicator as to the extent of Visalia's regional trade is the percent of total county taxable sales generated by Visalia. (Table No. X-2)

Table No. X-1

TAXABLE TRANSACTIONS-1974

<u>Type of Establishment</u>	<u>Volume (\$1,000)</u>	<u>Visalia Per Capita</u>	<u>State Per Capita</u>
Apparel Stores	8,561	252	117
General Merchandise Stores	37,498	1,103	342
Drug stores	7,578	223	63
Food stores	9,980	294	195
Packaged Liquor Stores	2,111	62	62
Eating & drinking places	13,861	408	260
Home furnish. & appliances	7,581	223	98
Bldg. matrl. & farm implmts.	17,647	519	154
Auto dlrs. & auto supplies	44,157	1,299	339
Service stations	13,161	387	289
Other retail stores	15,255	449	269
Total Retail	177,390	5,217	2,188

Source: "Taxable Sales in California"
State Board of Equalization, 1974

Table No. X-2

TAXABLE TRANSACTIONS COMPARISON
OF TOTAL
TULARE COUNTY AND CITY OF VISALIA
1965-1974

<u>Year</u>	<u>Visalia</u>	<u>Tulare Co.</u>	<u>% of Visalia To Total County</u>
1965	\$ 74,233,000	\$232,448,000	31.9%
1966	82,675,000	240,724,000	34.3
1967	89,500,000	242,964,000	36.8
1968	98,673,000	271,995,000	36.2
1969	109,853,000	296,070,000	37.1
1970	117,435,000	314,325,000	37.3
1971	143,354,000	353,661,000	40.5
1972	162,779,000	418,087,000	38.9
1973	178,868,000	489,194,000	36.5
1974	209,758,000	562,655,000	37.2

Source: "Taxable Transactions in California",
State Board of Equalization, 1974

It is evident that the proportion of Visalia's sales to total county sales has remained fairly constant. Considering that Visalia comprises approximately 17% of the total county population. The percent of Visalia's taxable sales to the total county's indicates that the retail businesses in Visalia provide goods for a far larger number of people than those residing within the city.

Also, Visalia serves a regional area in professional services as well as retail goods. 43% of the total physicians in the county with private practices are located in Visalia. The citizens of Visalia benefit from commercial and professional sectors both financially through sales tax, business license and property tax revenue and the intangibles benefit of greater variety and selection of goods and services.

3. Population of Trade Area

The population of a community and its characteristics determines the variety of goods and services which will be locally available. The amount and variety of goods and services increases as the population and disposable income increases. The cities in Tulare County have neither the population nor disposable income to solely support large department stores, medical specialists or large varieties of automobile lots, and appliance stores. The combined populations of the cities and unincorporated communities, however, have enough disposable income to support quite a variety of goods and services in Tulare County. Visalia emerged as the center for the location of stores and services which take care of the regional needs of the surrounding population.

CHART X-I

POPULATION TRENDS

TULARE AND KINGS COUNTIES

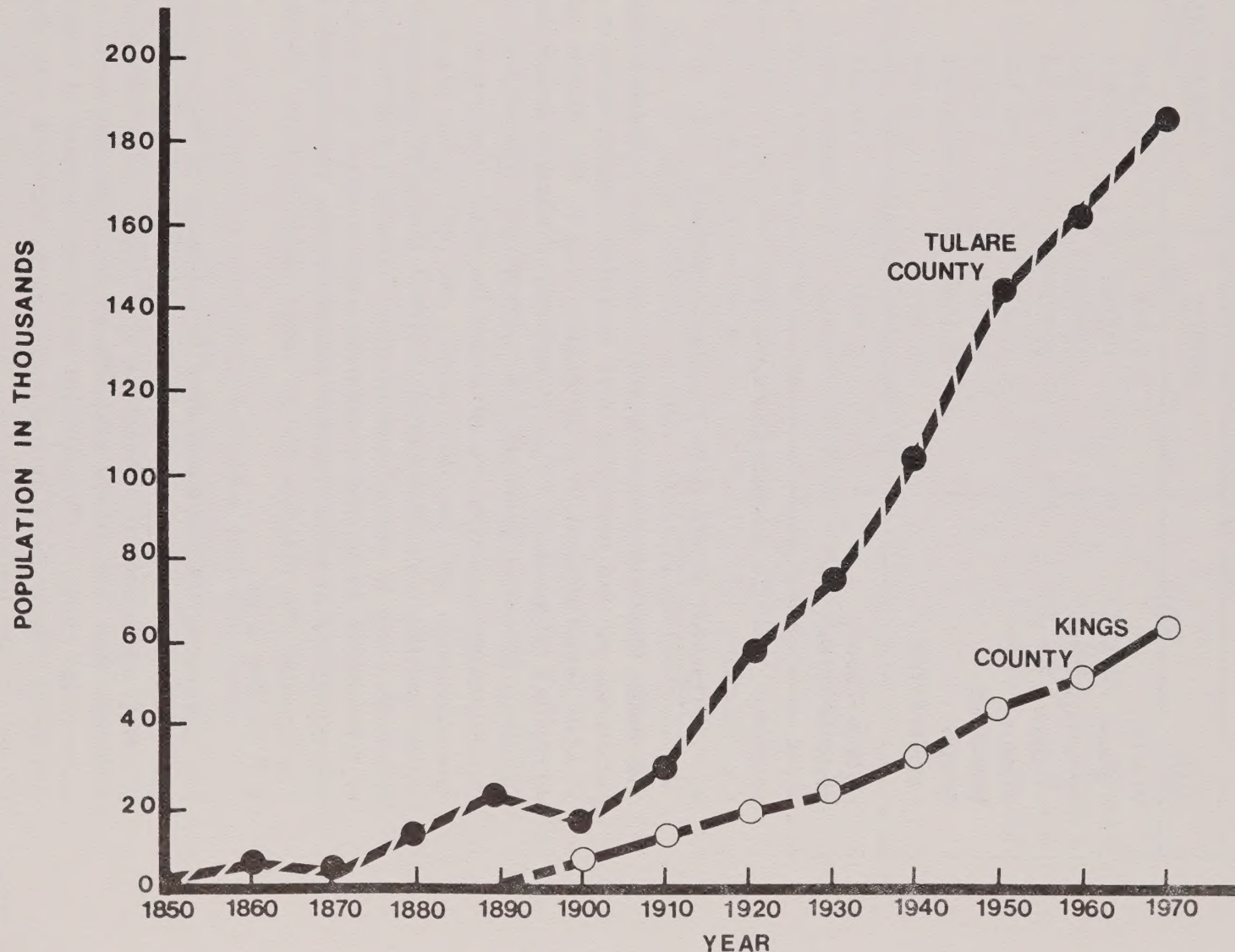


Table No. X-3

MEDIAN HOUSEHOLD INCOME AND POPULATION
OF CITIES IN TULARE COUNTY

<u>City</u>	<u>Income</u>	<u>Population</u>
Visalia	\$ 9,669	27,268
Tulare	7,314	16,235
Porterville	8,122	12,602
Lindsay	7,721	5,206
Dinuba	7,535	7,917
Woodlake	6,577	3,371
Exeter	8,110	4,475
Farmersville	4,929	3,456
Tulare County	7,745	188,322
State of California	10,732	19,957,715

Source: U. S. Census Bureau, 1970

4. Projected Trade Area Population Growth

The table (Table No. X-4) below shows the projected trade area population for the period of 1975 to 1995. One criteria to locating a retail establishment in a particular area is the number of people within the trade area. The trade area of Visalia is currently estimated as being over 200,000, which is a figure often used as the minimum population requirement for major department stores. The table also indicates that almost one-half of the population resides within the territory trade area. This trade area designation includes that area over 15 miles from Visalia. The fact that the population of the trade area is dispersed over such a large area weakens the buying power of these 200,000 people within Visalia retail centers. The greater the distance to the retail establishments the less frequent will be the trips.

The population of the trade area is projected to increase at a rate of approximately 7% over a five year period. The population growth in the primary trade area is increasing at a higher rate, however, which indicates that it is likely that Visalia will continue to be a strong commercial center. The quality level and number of retail establishments within the City are expected to increase with the population growth in the trade area.

Table No. X-4

TRADE AREA POPULATION PROJECTION

<u>Trade Area</u>	<u>1975</u>	<u>1980</u>	<u>1990</u>	<u>1995</u>
Primary	43,000	52,024	70,240	79,348
Secondary	64,500	67,176	74,779	79,616
Tertiary	96,000	100,765	112,168	119,424
Total Trade Area	203,500	219,965	257,187	278,388

Source: Visalia Planning Dept.

C. PROJECTED COMMERCIAL DEMAND

Future commercial demand is determined by the projected increase in population. Other variables, however, may significantly effect the placement of new commercial development. While Visalia's retail establishments generate over one-third of the total county's taxable sales, this is primarily due to the limited number of certain types of retail facilities in other areas of the county. A major retail development outside Visalia could severely effect the volume of sales within the city.

Tables X-5 and X-6 show the taxable sales in cities of Tulare County from 1964-1974, and the percent of increase during that period of time.

It is clearly evident that Visalia's increase in volume of sales far excelled that of any other city in Tulare County. It is reasonable to assume that this pattern will continue. New retail businesses can take advantage of an established clientel by locating near existing viable businesses.

Analyzation of projected population indicates that the number of people who will be residing within Kings and Tulare Counties by 1995 will be 376,200. While neither of the counties are entirely contained within the trade area, the areas of major population do use Visalia's retail services. (Table No. X-7 and Table No. X-8)

Table No. X-5

TAXABLE SALES IN TULARE COUNTY CITIES

CITY	1964	1965	1966	1968	1969	1970	1971	1972	1973	1974
DINUBA	11,285	11,658	11,340	11,827	12,333	12,491	13,795	17,299	20,076	20,690
EXETER	5,369	5,833	5,665	6,052	6,616	6,439	7,120	7,989	8,990	9,069
FARMERSVILLE	1,778	1,569	1,428	1,650	1,817	1,965	2,081	2,531	9,780	3,327
LINDSAY	9,513	10,342	10,749	10,201	13,294	12,227	12,860	13,754	14,588	18,480
PORTERVILLE	31,670	33,082	35,274	35,502	38,737	39,716	46,065	53,410	59,220	65,431
129 TULARE	28,479	29,064	28,647	30,367	32,887	34,799	40,511	54,170	71,149	76,852
VISALIA	58,824	74,233	82,647	98,693	110,591	117,435	143,354	162,779	178,868	209,758
WOODLAKE	2,489	2,418	2,427	2,618	2,717	2,740	2,950	3,476	4,140	6,899

1967 - State did not furnish information on individual cities
for the second half of calendar 1967

Tax rate since 1957 -.95 of 1%

SOURCE: City of Visalia Planning Department

Table No. X-6

PERCENT OF INCREASE TAXABLE SALES
IN CITIES OF TULARE COUNTY

1964 - 1974

Dinuba	183
Exeter	169
Farmersville	187
Lindsay	194
Porterville	207
Tulare	269
Visalia	357
Woodlake	277

Source: City of Visalia Planning Department

Table No. X-7

POPULATION PROJECTION
URBAN AREA OF CITIES OF KING'S COUNTY

<u>Urban Area</u>	<u>1980</u>	<u>1990</u>	<u>1995</u>
Hanford	26,400	28,300	29,000
Lemoore	9,500	10,300	10,600
Corcoran	9,000	9,500	9,800
Total County	69,600	73,000	74,500

Source: County of Kings Planning Department

Table No. X-8

POPULATION PROJECTION
URBAN AREA OF CITIES AND COMMUNITIES OF TULARE COUNTY

<u>URBAN AREA</u>	<u>1980</u>	<u>1990</u>	<u>1995</u>
Dinuba	12,270	16,170	18,520
Exeter	6,400	7,410	7,960
Farmersville	5,460	7,360	8,510
Lindsay	10,430	13,480	15,330
Porterville	33,420	44,150	50,630
Tulare	31,390	42,030	48,480
Visalia	53,000	84,290	99,770
Woodlake	4,920	6,620	7,660
Earlimart	3,870	4,640	5,080
Cutler-Orosi	8,330	12,440	14,990
Total County	227,650	274,550	301,700

Source: County of Tulare Planning Department

Clearly, Visalia must prepare to serve an appreciable increase in trade area population. Care must be taken, however, to assure that the amount of construction of new commercial development does not exceed demand so that the viability of the commercial sector is maintained.

D. COMMERCIAL LAND USE CONFLICTS

In planning for new commercial development the compatibility of commercial and residential land use must be considered. The conditions generated by commercial activity which are most often cited as undesirable to residential dwellers are traffic, noise and lighting. High intensity commercial activity may also produce odor, fumes and dust that might impact the quality of living environment.

It is an intent of land use planning to minimize conflicts between different intensities of use. By considering aesthetics in the commercial site design and assuring that the operation of the business will not adversely impact the adjacent uses, the commercial areas of Visalia will be an asset to the community both economically and physically.

E. COMMERCIAL POLICIES

1. Introduction

The commercial development within Visalia is the mainstay of the community's economic health and must be considered a valuable resource. The tax revenues generated by commercial enterprises to help to maintain relatively low residential taxes, provides valuable social programs and helps to increase Visalia's parks and recreational facilities. Due to the recognized importance of Visalia's commercial development, the primary goal of the commercial plan is to maintain Visalia's status as a regional retail center while increasing the overall aesthetics of new commercial growth.

2. Commercial Land Use Policies

Although a long range General Plan is usually projected over a 20 year time frame, commercial and office development is very difficult to plan for beyond a ten year period. The commercial plan is, then a projection of Visalia's general commercial needs to 1986.

The specific commercial land use categories which are addressed within the land use element are as follows:

- Neighborhood Commercial
- Planned Regional Retail Commercial
- Planned Local Retail Commercial
- Central Business District
- Planned Service Commercial
- Planned Highway Commercial
- Planned Professional and Administrative Offices

The specific policies and location of the above outlines uses are as follows.

Neighborhood Commercial

1. That neighborhood commercial centers be limited to include these uses which are clearly of the neighborhood draw only, with a grocery store serving as the major tenant.
2. That areas currently serving as a neighborhood commercial center be maintained and upgraded aesthetically to meet the standards of new planned unit development commercial centers.
3. The existing locational policy for neighborhood commercial centers shall be retained. The current policy limits a neighborhood commercial center to one corner of the intersection of major arterial streets which are located at one mile separations. The commercial can be granted in conjunction with an approved planned unit development only and it is available to the first corner with an approved plan exclusively.
4. The maximum size of a planned neighborhood commercial center shall be approximately three and one-half ($3\frac{1}{2}$) acres.
5. The major tenant will be a grocery store of approximately 24,000 square feet. Another 10,000 square feet will be used for a combination of the permitted or conditional uses which are listed under the proposed PC-1 district. However, no tenant (other than the grocery store) within a neighborhood commercial center shall occupy more than 50% of the 10,000 sq. ft. buildable area.
6. Meaningful construction of neighborhood commercial must begin in two years from the approval of the PUD. Building permits for 100% of construction must be obtained. However, less than 100% construction will be permitted if the developer can show the cause for special conditions within the service area.
7. Time extensions for extenuating circumstances (not to exceed 4), may be granted by the Planning Commission for one (1) year periods based on the following criteria:
 - (a) Availability of required utilities.
 - (b) Service area has not been sufficiently developed approximately $\frac{2}{3}$ of one (1) square mile neighborhood or 4000 people.
 - (c) Location vs. traffic volume considerations.

Planned Regional Retail Commercial

8. That new regional retail development along Mooney Blvd. be restricted to that area which lies between Packwood Creek and Highway 198 with the exception of those areas specifically identified upon the land use map.
9. That commercial development be expanded to the maximum depth possible along Mooney Blvd. without generating any undesirable land use conflicts with adjacent residential properties.
10. That new regional retail growth occur within an area shown upon the land use map which generally located at Ben Maddox from Highway 198 to Tulare Ave.; that a strip of commercial development between Ben Maddox and Lovers Lane be allowed to develop into commercial or office uses to a maximum depth of 500 feet; and that a retail commercial center be established at Lovers Lane and Highway 198.
11. That those commercial, residential and industrial uses and property zoned for commercial which are currently located along Mooney Blvd. between Packwood Creek and Liberty Ave. to be maintained and improved.
12. That the City of Visalia encourage the County of Tulare to allow existing commercial, residential and industrial uses located within the unincorporated portion of Mooney Blvd. between the city limits and Liberty Ave. to be maintained with a prohibition on expansion of new development.
13. In order to upgrade the aesthetic character of Visalia's retail shopping areas it is proposed that new design standards be established which would be implemented through a planned commercial zoning process.
14. That Master Plans for specific areas in Planned Regional Commercial Zones may be designed by Planning staff and adopted by Planning Commission and City Council where unusual lot configurations, particular circulation difficulties, etc. warrant specific site planning. Subsequent development within these master plan locations must conform to the adopted Master Plan.

Planned Local Retail Commercial

15. That since existing residential development is within close proximity to areas designated as Planned Local Retail Commercial, only those uses which would not become neighborhood nuisances would be permitted.
16. That special design standards be developed for these areas which will encourage new commercial development and acceptable physical appearance.
17. In order to encourage new commercial growth within this area the permitted uses shall be expanded to include some uses (as conditional uses) which are not allowed along Mooney Boulevard. These uses cannot, however, cause a detrimental impact upon adjacent residential development.

Planned Commercial

18. The City shall develop a master plan for the central business district concerning circulation, parking, design and use relationships and other factors relating to the maintenance of economic viability and social characteristics of the Central business district.
19. All new developments and parking areas shall be approved for construction with upgraded landscaping standards including street trees.
20. Service commercial facilities shall be allowed within a combination zone of "service commercial" and "light industrial." The new (C-4) (M-1) zone shall be applied to areas indicated upon the land use map and shall allow service commercial uses as "permitted" uses while light industrial uses shall be "conditional" new developments within this zone shall be subject to the adopted permit procedures and design standards.
21. That special design standards be implemented for those service commercial areas which are located within close proximity to residential (either existing or proposed) development.

Planned Commercial Highway

22. Consideration of the scenic corridor shall be given during the approval process of new highway commercial development.
23. That the City continue to make efforts to attract a motel to develop within close proximity to the Convention Center.

24. That due to the limited supply of suitable motel sites along Highway 198, and realizing that motel developments are of benefit to the community, it is recommended that limited highway commercial facilities be developed at the freeway intersection of Highway 198 and Highway 80 across from the Visalia Airport. That any development which does occur within this area be limited to high aesthetic uses with stringent design controls in order to preserve the character of the highway 198 scenic corridor. The City Council shall have the right to review all proposed commercial uses for architectural style and design.
25. A planned highway commercial reserve area shall be identified as a area which shall be zoned for highway commercial once 70% of the existing C-5 zoning is developed.

Planned Offices

26. Employment generating uses should have access directly from major arterials, and traffic generated by these uses should not be generated through existing residential neighborhoods.
27. In order to encourage the continued upgrading and growth of Visalia's downtown, that offices be designated within an area generally bordered by Oak, Race, Santa Fe and Conyer, as conditional uses.
28. That office development be allowed to fill in along Court Street from Paradise to Walnut Avenue to a depth generally equal to that of existing offices.
29. In order to provide a location for large office developments which would not compete with office areas within the central business district, the plan shall allow a large office park development from Highway 198 to one-half mile south of Goshen Avenue; and from Highway 80 to Road 84. High aesthetic standards with a large landscape buffer along Highway 198 shall be mandatory within highway development proposal and the City Council shall review all site development and building design prior to granting of a building permit.
30. A planned office park reserve area shall be identified as an area which will be zoned for office once 70% of the existing planned office park area is developed.

3. Planned Zoning

The intent of planned zoning is to assure that all developments have flexible regulations in design relationships of various uses, buildings structures, lot sizes and open spaces while insuring substantial compliance with the General Plan. The proposed planned zoning will allow the Planning Commission and City Council more flexibility and better understanding for approving or denying a development.

The process for approval of a new development in a planned commercial district will involve a tentative plan conference with the Planning staff, following which the developer shall submit a tentative plan to the "site plan review committee".

If a parcel is properly zoned as planned commercial or industrial no building permits may be issued until such time that a site plan of the proposed development has been approved by the "Site Plan Review Committee." The "Site Plan Review Committee" should consist of the Public Works Director, Planning Director, Community Services Director and the Project Engineer and/or their assignees. The site plan review committee should meet with the applicant at regularly scheduled meetings to review the proposed plans and to take actions on the plans.

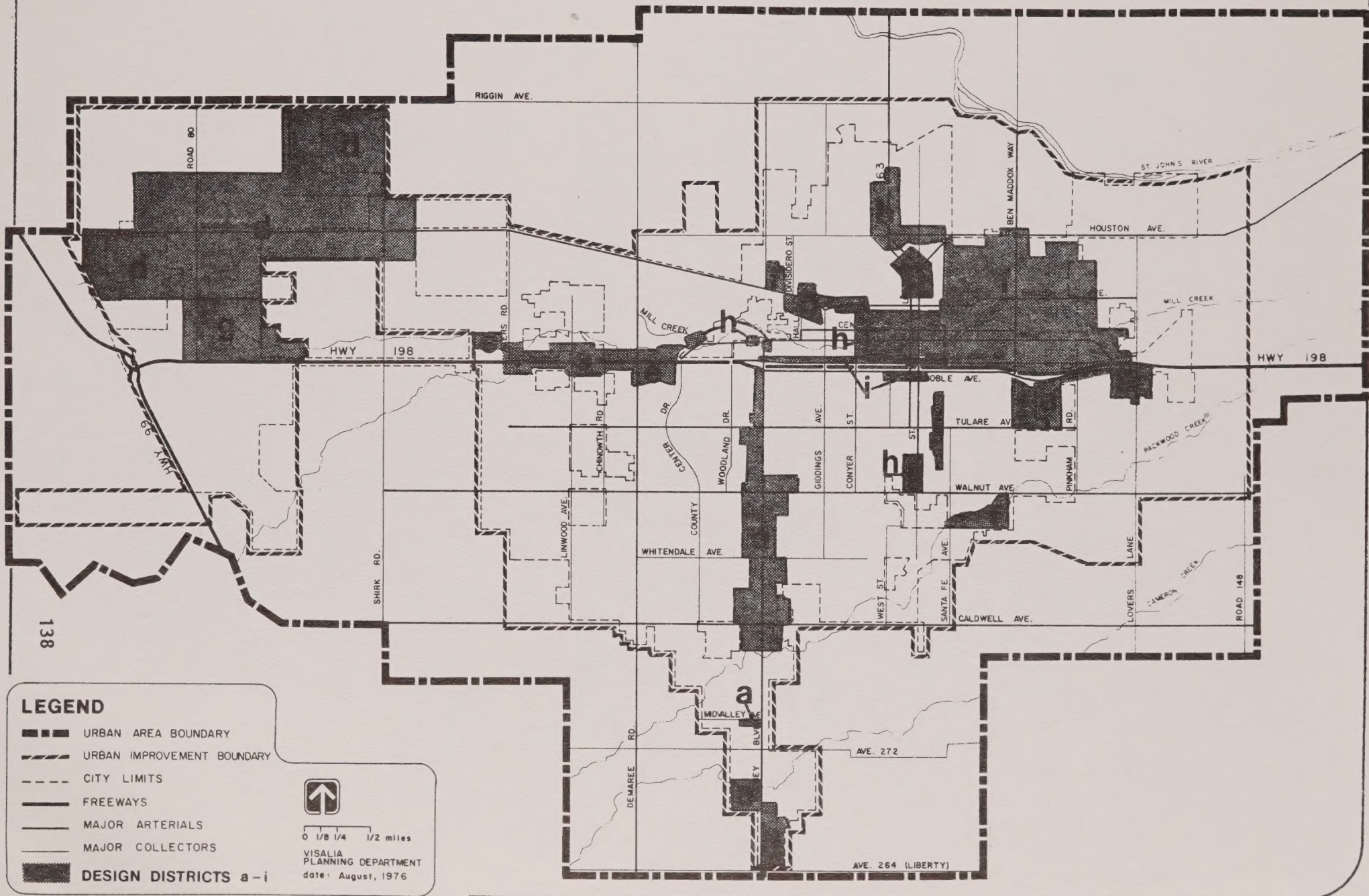
Should the applicant be dissatisfied with the findings of the site plan review committee, the plans may be appealed to the Planning Commission for review.

The intent of Planned Zoning is to allow the developer and city staff to work together so that the resulting project is compatible with the needs of the developer and the quality of development required by the city.

4. Design Standard Districts

The initiation of design standards by districts will make physical development requirements different in various parts of the community. This already exists to a certain extent. The Central Business District certainly cannot have the setback and landscaping required in other areas. Unlike the current requirements, design standard districts consider the area in which the development as well as the use itself will occur. Different parts of the community have different needs, characteristics and problems. A realistic approach to assigning development standards is to consider these needs individually by area in order to effectively accomplish what they are intended to do.

DESIGN DISTRICTS



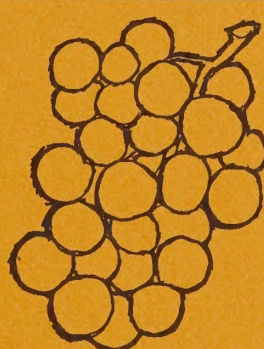
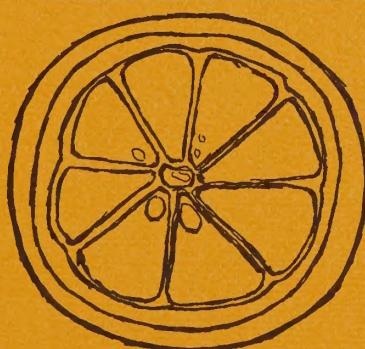
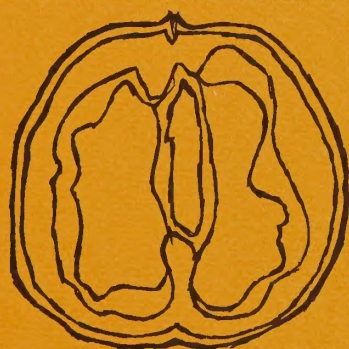
LEGEND

- URBAN AREA BOUNDARY
- URBAN IMPROVEMENT BOUNDARY
- CITY LIMITS
- FREEWAYS
- MAJOR ARTERIALS
- MAJOR COLLECTORS
- DESIGN DISTRICTS a-i



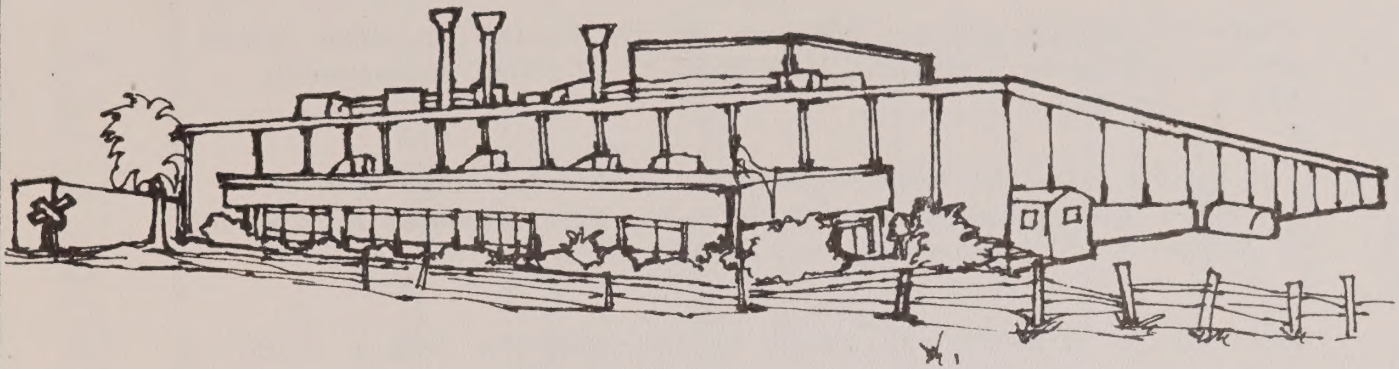
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VISALIA
PLANNING DEPARTMENT
date: August, 1976



Chapter 11

Agriculture & Industry



XI AGRICULTURE AND INDUSTRY

A. INDUSTRY

The existing policies and locations of manufacturing and industrial development within the Visalia Urban Area, are a result of the original townsite location, past policies for manufacturing development by local government, and the 1963 Visalia General Plan. The location, policies and management of industrial development, which may have been properly determined in the past, are not necessarily desirable locations or policies for use today or within the time frame of this Plan. It is the intent and purpose of this General Plan to reflect contemporary needs, desires and community changes, in addition to providing long term guidance for future industrial growth which is consistent with the objectives and goals of the Visalia General Plan.

The General Plan is an extremely important tool which enables the local legislative body to guide growth and development and prevent land use conflicts from occurring. The placement of industrial development is very important with respect to its relationship to adjacent land uses. The U. S. Supreme Court has determined that industrial developments are liable and can be forced to shut down if they are adversely affecting surrounding residential uses. The courts have not considered the fact that new residences were built and occupied adjacent to a established manufacturing plant as grounds for favorable consideration on industries behalf. The City, then, has the responsibility of protecting the high investment manufacturing uses from future encroachment by residential development as well as protecting residents from the nuisances which industry can create if located within close proximity. The thrust of the industrial portion of the land use element will be to assure protection for both industrial and residential land uses through wise land use management techniques.

B. GENERAL EMPLOYMENT CHARACTERISTICS

There are approximately 1,600 acres in the Visalia City limits which are designated for industrial development, of which an estimated 80% is vacant.

The Visalia Labor Market area includes a 20 mile radius with an estimated area population of 202,000 and a total estimated employment of 78,000 of which manufacturing contributes 8,100.

There are 37 manufacturing plants in the community area of which the leading group classes are: work clothing, yearbooks, electronic components, aluminum fabrication, business forms, metal buildings, mobile homes and batteries.

C. ANALYSIS OF EXISTING INDUSTRIAL DEVELOPMENT

Existing properties which have been developed for industrial and manufacturing use total an approximate 335 acres. 1,285 acres or 79% are vacant, undeveloped or committed for future industrial development. Properties which are currently developed and designated for manufacturing use may be distinctly identified in three areas of the Visalia City limits.

These areas are as follows:

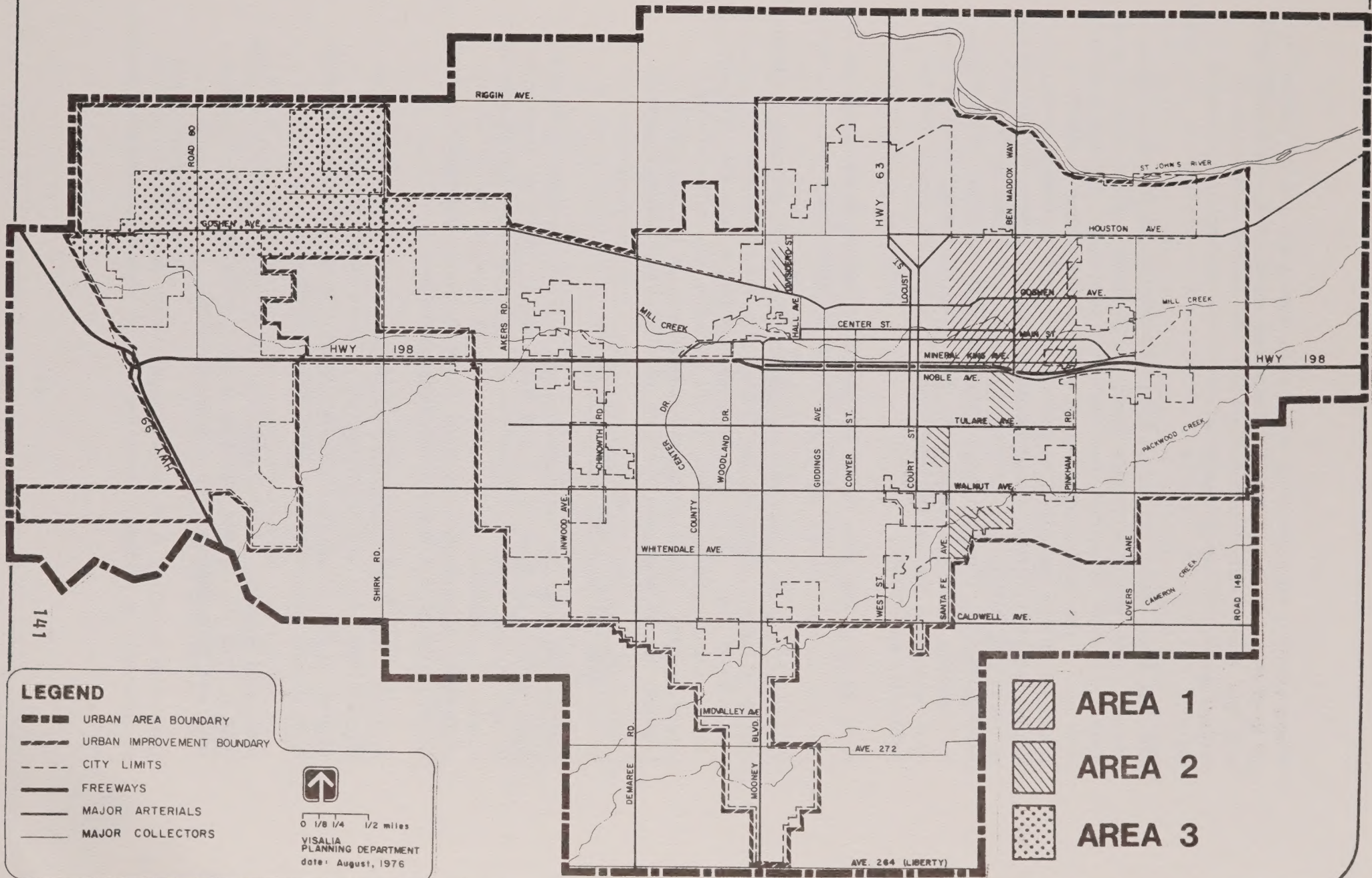
Area No. 1 - The general area located east and northeast of the central business district.

This area, which is served by rail and major streets, was conceived and developed almost concurrently with the organization of the original townsite. This area was traditionally the primary location for the majority of industrial development within the City of Visalia. Properties which are currently designated for manufacturing use are situated in an area which has a mixture of land uses abutting those manufacturing uses. Land uses such as single and multiple family residential are adjacent to manufacturing and heavy commercial uses. These undesirable land use relationships create untold nuisances and inconveniences in a centralized location of the City which should have more desirable land use relationships.

Although most of this area is zoned for manufacturing the majority of the land uses are heavy commercial (typically C-4 zoning) with the industrial uses accounting for approximately 20% of the land zoned for manufacturing. It is evident that the market place has indicated that the highest and best uses within the eastern portion of the C.B.O. is service commercial rather than industrial.

Area No. 2 - Scattered industrial sites are found south of Highway 198, north of Whitendale Avenue, west of Ben Maddox alignment and east of Court Street.

EXISTING INDUSTRIAL DEVELOPMENT



VISALIA
PLANNING DEPARTMENT
date: August, 1976

These existing manufacturing sites were developed and/or located in an area that was designated for industrial development in conformance with the 1963 Visalia General Plan and now stands as a group of industrial islands surrounded by residential and agricultural uses.

The few sites which are zoned for manufacturing within this area present some enormous future land use conflicts. There are predominantly four industrial uses currently operating within this area with two of the uses occupying only 20% of the property which is zoned for future industrial expansion. These two sites present future problems if new industrial expansion is allowed to occur adjacent and within the windshed to newly developed residential neighborhoods. The proposed industrial plan indicates maintaining the existing industrial uses within this area with alternative land uses occupying the vacant land which is currently designated for industrial expansion.

Area No. 3 - The area north and south of Goshen Avenue, east of Highway 99 and west of Shirk Road.

This area is a more recently developed area which includes a planned industrial park. Soils are generally poor and inadequate for agricultural uses. It is also an area that has a desirable and convenient transportation system which includes air, rail and major street systems. More importantly, however, is the separation between this location and the City of Visalia's urbanized growth.

D. INDUSTRIAL LAND USE CONFLICTS

Undesirable land use relationships are existing in those industrial areas defined as Area No. 1 and Area No. 2. It is not uncommon to find streets which are used jointly for residential and industrial access. In addition, land use transitions between industrial and residential development are void of any or have inadequate buffers which could reduce these conflicting activities.

Area No. 1 must be recognized as having the greatest amount of incompatible land use relationships. These conflict areas are located on the fringe or transition zones where residential development begins and industrial development ends.

Industrial Area No. 2 does not have the extensive conflicts as does that of Area No. 1, but needless to say, it experiences the same land use incompatibility on a smaller scope.

Industrial Area No. 3 is void of urban land use conflicts since it is removed, in distance, from the City of Visalia urbanization pattern.

E. PLANNED INDUSTRIAL DEVELOPMENTS

The industrial area referred to as Area No. 3 contains the only industrial development which has characteristics of a planned development nature. Generally speaking it caters to large parcel development, is endowed with aesthetic architectural value, includes generous amounts of landscaped frontages and has readily available land for future expansion.

Generated concern which has arisen from the observations of fast industrial development, in the Visalia area, has provoked interest for future industrial developments to have some measure of guidance, management or planning under the form of additional development standards or planned industrial land use designations.

F. INDUSTRIAL POLICIES

The following policies are established to meet the needs, desires and concerns of the Visalia community. They were established on the criteria of existing and future land use relationships, proximity of transportation facilities, soil conditions, water conditions, feasible extension of utilities, compatibility of industrial land use with other land use proposals and the projected growth direction of the Visalia Urban Area.

1. To control future industrial development in the southeast portion of the Visalia Urban Area. Existing industrial developments which are located in this area shall remain conforming uses and shall be allowed to expand beyond their present development site. (Property that is currently vacant and classified as industrial property shall be redesignated to a combination service commercial and light manufacturing which will allow expansion of existing industries via a conditional use permit).
2. In order to assure that existing commercial and industrial uses are protected from adverse financial impacts as a result of this plan it shall be a policy to allow existing uses to be considered as "permitted uses" within any of the zones which might be applied to the property upon which the use is located. Also, uses which were legally operating at the inception of this plan shall be allowed a reasonable amount of expansion with the granting of a conditional use permit procedure to allow the City to apply any conditions which are deemed necessary to mitigate any anticipated adverse impacts upon surrounding land uses as a result of any proposed expansion. The expansion should, however, be granted to an established business.

3. Future industrial development shall be prohibited along Mooney Boulevard. Existing industrial developments which are located in this area shall remain conforming and shall be allowed to expand beyond their present development site by approval of a conditional use permit. Should any existing industrial use become vacant or discontinue operations, no new industrial use shall be allowed to re-occupy the site.
4. New industrial development shall be prohibited adjacent to Highway 198 which extends from the western urban area boundary to the eastern urban area boundary.
5. The industrial area northeast of the central business district shall be revitalized through a planned development concept and/or improved development standards that will compliment existing land uses and future land uses in conformance with the objectives of the Visalia General Plan.
6. In order to provide greater flexibility within the industrial area located to the east of the downtown, a combining zone of (C-4) and (M-1) shall be developed. This zone shall allow service commercial uses as "permitted uses" with light industrial uses shown as conditional uses.
7. Within the (C-4) (M-1) zone, conditional use permits for light industrial uses shall be granted unless it can be shown that such a use would cause an adverse impact upon surrounding land uses. Special consideration for granting conditional use permits to existing industries for expansion shall be given.
8. Planned industrial zones shall be established with improved development standards for future industrial use in the designated industrial area of Visalia's northwest portion. In order to assure that the visual integrity of Highway 198 is maintained, heavy industrial land uses shall be limited to an area north of Houston Avenue, within the north western industrial area.
9. It shall be the policy of the City of Visalia to protect newly created industrial areas from encroachment of uncomplimentary urban land uses.
10. A industrial reserve shall be identified as an area which will be reviewed periodically by the City Council for potential industrial zoning. If at such time, the City Council finds that the existing land zoned for industry is to limited to satisfy the demand for new manufacturing enterprises, or that there is other compelling evidence of need for industrial usage, the council may allow the reserve area to be zoned and developed.



G. AGRICULTURE

The City of Visalia is located within an area which is rich and abundant with prime agricultural soils. The climate is conducive for good agricultural production and the availability of water is sufficient to meet those agricultural needs. Approximately 25,200 persons are employed in the agricultural labor force, establishing agriculture as the leading employment generator of the estimated 202,000 population residing within a 20 mile radius of Visalia.

H. ANALYSIS OF EXISTING AGRICULTURAL LANDS

Approximately 28% (3,111 acres) of land found within the incorporated area of the City of Visalia is in agricultural use. The adopted Urban Boundaries Element of the Visalia General Plan has delineated specific areas within which urban development can occur over a ten and twenty year time period. The ten year boundary currently encompasses approximately 5,000 acres of agricultural land with the twenty year growth area encompassing approximately 9,000 acres of land which is used for agriculture. It is the intent of the Urban Boundary Plan, to clearly identify those areas which have a development potential so as to negate the destructive fringe area speculation which has such an adverse impact upon the agricultural industry.

I. AGRICULTURAL LAND USE CONFLICTS

There are many land uses which conflict with one another necessitating wise land use planning. Agriculture is no exception. The

activities generated by agricultural land uses include crop dusting, pesticide and insecticide spraying, agricultural burning, and generation of odor and dust. An abundant and productive agricultural area, such as Visalia, when combined with its urban growth, will create areas of small parcel residential development directly adjacent to active agricultural production. This situation is almost unavoidable and certainly inevitable as urban growth continues to develop. Some measure, however, may be taken to minimize conflicts through appropriate land use designations and policies of the General Plan.

J. PROTECTION OF PRIME AGRICULTURAL LANDS

The State of California created a land conservation program that was formulated by state legislature in order to protect the agricultural, wet land and scenic areas of the state from unnecessary or premature conversion to urban uses. This program is locally referred to as the Agricultural Preserve Program (Williamson Act).

The most important objectives of the program are (1) the prevention of premature conversion of authentic farm lands to urban and other non-farm lands to urban and other non-farm purposes, and (2) the protection of the agricultural integrity of agricultural areas through minimization of conflicting land uses. The Agricultural Preserve Program is also used as a tool to shape the dimensions of urban growth by encouraging the productivity of urban fringe farm lands until needed for urbanization. The County of Tulare currently has such a program available to landowners.

1. Land Use Protection

The protection, preservation and enhancement of agricultural lands in the Visalia Urban Area is of significant importance in maintaining a balanced viability between agricultural land uses and encroachment of urbanization. The discouragement of premature, unnecessary or non-contiguous conversion of agricultural land to other uses is a matter of public interest. Protection of agricultural land is not only a local concern but of interest and concern that is statewide and national in scope.

2. Statewide Concerns

California's agriculture produces 25% of the nations food and approximately 40% of its fruits and vegetables and contribute approximately 10% of the nations exports. In this respect, the preservation, for agricultural use, of the limited supply of agricultural land is necessary to the welfare of the people of the State of California. It is necessary, not only to the maintenance of the economy of the state but also to assure adequate supplies of fiber and food for future generations.

Land is obviously a primary resource in agricultural production and its preservation for agricultural purposes is essential to the continued viability of agricultural industry in the State.

3. The Taxation Dilemma

Sharply increased tax assessments have accelerated the conversion of agricultural land. Public concern about the dramatic loss of agricultural open space led to the adoption of the Williamson Act in 1965. The application of the Williamson Land Act to farm acreages has been of some assistance to agriculture, but many prime agricultural lands have not been able to acquire Williamson status because of local problems or policies. Current methods of property tax evaluation without the modified system, as provided by the Williamson Act, gives the agricultural land owner a burden that in many instances results in the sale of agricultural properties, particularly in areas that are in close vicinity of urbanization. In this respect, it is the current method of tax evaluation that produces high tax values for agricultural land and the agricultural landowner left with economic unfeasibilities for agricultural production.

K. AGRICULTURAL PRESERVES

The Agricultural Preserve Program is indicative of the widespread concern of the people of the State of California for the preservation of agriculture as the State's prime economic activity and the natural environment and recreation or scenic values. Constitutional justification for this program is found in Article XXVIII of the State Constitution which reads as follows:

ARTICLE XXVIII OPEN SPACE CONSERVATION

Section 1. The people hereby declare that it is in the best interest of the State to maintain, preserve, conserve, and otherwise continue in existence open space lands for the production of food and fiber and to assure the use and enjoyment of natural resources and scenic beauty for the economic and social well-being of the State and its citizens. The people further declare that assessment practices must be so designed as to permit the continued availability of open space lands for these purposes, and it is the intent of this article to so provide.

Section 2. Notwithstanding any other provisions of this constitution, the Legislature may by law define open space lands and provide that when such lands are subject to enforceable restriction, as specified by the legislature, to the use thereof solely for recreation, for the enjoyment of scenic beauty, for the use of natural resources or for production of food or fiber, such lands shall be valued for assessment purposes on such basis as the Legislature shall determine to be consistent with such restriction and use. All assessors shall assess such open space lands on the basis only of such restriction and use, and in the assessment thereof shall consider no factors other than those specified by the Legislature under the authorization of this section.

The first agricultural preserves were formed in Tulare County in late 1967, and since then the volume of applications to the program have increased substantially as it has demonstrated substantial tax savings to the agricultural land owners.

Preferential tax treatment is established by the Agricultural Preserve Program of the Williamson Act. The basis for preferential taxation is justified since the farmer who chooses to enter the Williamson Act, in fact, guarantees to the people of our state, the continual use of their land for agricultural or open space activities.

L. AGRICULTURAL POLICIES

The following agricultural policy recommendations were established to meet the needs, concerns and desires of the community, for the enhancement of agricultural production, preservation and promulgation.

1. The City of Visalia shall prohibit parcelization of agricultural land below 20 acres in order to maintain the viability of agricultural productivity.
2. The City of Visalia shall encourage contiguous urban development on agricultural lands that meet the objectives and goals of growth management policies.
3. The City of Visalia shall work with the County of Tulare to discontinue parcelization of fringe agricultural land and to encourage the use of agricultural preserves within those areas until they are annexed and ready for urban development.
4. The City of Visalia shall establish an agricultural preserve program which can provide agricultural preserve contracts to those city property owners whose land is designated as agricultural upon the land use map.



Chapter 12

Community Facilities

XII. COMMUNITY FACILITIES

The purpose of this section is to analyze the existing community facilities, and to determine the need, location and size of sites for future community facilities in order to accommodate the anticipated population for the ultimate development of the City.

At the present time, city services include the city-owned sewer service, a water system supplied by the California Water Service Company natural gas by the Southern California Gas Company, electrical power by Southern California Edison Company, telephone by Pacific Telephone and Telegraph Company, municipally-provided police and fire services, two general hospitals, 19 elementary schools, two parochial schools, three private schools, three junior high schools, two high schools, one junior college and four technical schools.

With all the community facilities and the anticipated growth, the general goal for the policy-makers is to provide the citizens of this community the most effective services in the most efficient and economical manner.

A. SCHOOLS

The Visalia Unified School District operates under a seven member Board of Education. Members of the Board represent various localities within the district but are voted on at large by the citizens. The School District covers an area of over 125 square miles with 19 elementary, three junior high and two high schools of about 15,000 pupils. (See Map No. XII-1 and Table No. XII-1) The District is growing at the rate of 200-400 pupils per year and is constructing new facilities to take care of this growth.

Funds to finance the school come from two major sources: local property taxes and state general funds. Funds also come from Federal sources and county sources. During the 1975-76 year the local district property taxpayer provided slightly over 45% of the annual budget, the State provided just under 43%, and Federal, county, and miscellaneous funds made up the balance.

With the anticipated growth in the community, the District expects to construct one new high school and two elementary schools during the next five years - 1975 to 1980. A number of the district's existing schools will also be expanded during this period to accommodate the

Table No. XII-1

VISALIA UNIFIED SCHOOL DISTRICTEnrollment Projections

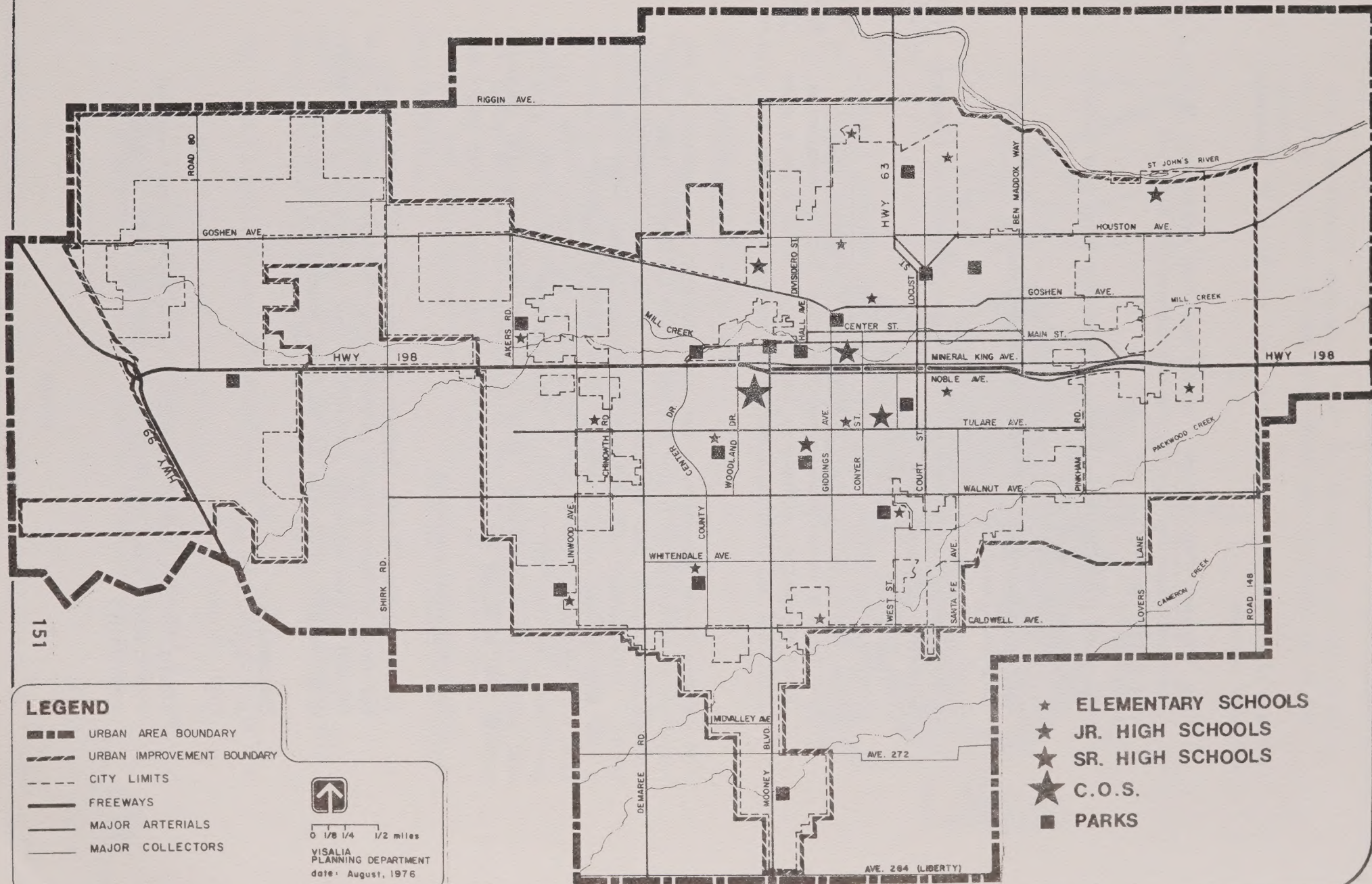
1974 - 1980

School	Grade	Acres	Max	Projections						
			Enro.	1974	75-76	76-77	77-78	78-79	79-80	+/-
Conyer	K-6	8.9	554	528	534	540	546	555	565	+ 37
Crestwood	K-6	17.2	552	529	585	650	700	740	770	+241
Crowley	K-5	6.5	361	367	385	395	403	410	415	+ 48
Elbow	1-4	5.4	108	147	149	151	152	152	152	+ 5
Elbow Creek	K-6	14.0	333	313	320	326	330	335	340	+ 27
Fairview	K-6	14.01	434	507	415 ¹	435	460	490	510	+ 3
Goshen	K-6	13.0	431	524	435 ²	445	455	465	475	+ 49
Highland	K-3	3.65	218	227	234	240	245	251	257	+ 30
Houston	K-6	11.1	486	463	475	485	494	510	525	+ 62
Ivanhoe	K-6	15.0	368	287	318	328	340	350	360	+ 73
Linwood	K-6	11.9	289	231	360	410	460	500	535	+304
Mineral King	K-6	15.5	705	469	665 ³	675	685	695	705	+236
Mountain View	K-6	14.9	590	613	632	647	665	680	690	+ 77
Packwood	1-6	3.7	113	89	91	92	93	94	94	+ 5
Royal Oaks	K-6	15.08	675	642	646	656	666	675	680	+ 38
Union	K-6	9.1	287	337	295	305	315	325	335	- 2
Veva Blunt	K-6	10.2	430	456	350 ⁴	375	400	420	445	- 11
Washington	K-6	3.5	367	381	410	418	425	435	445	+ 64
Willow Glen	K-6	19.0	328	297	320	330	340	360	370	+ 73
Divisadero	7-8	15.0	929	915	940	950	960	970	975	+ 60
Green Acres	7-8	15.2	537	488	555	570	590	615	640	+152
Valley Oak	7-8	20.0	755	649	662	675	685	688	690	+ 41
Mt. Whitney	9-12	52.4	1864	1926	1942	2016	2093	2170	2200	+274
Redwood	9-12	31.0	1751	1754	1834	1935	2011	2065	2033	+274
Sequoia	9-12	2.3	315	306	321	331	336	341	345	+ 39

- (1) Reflects shift of boundary East of Ben Maddox to Mineral King (Holiday Homes)
- (2) Reflects shift of 7th and 8th grade students to Divisadero
- (3) Reflects shift of boundary East of Ben Maddox from Fairview and transfer of Kindergarten students from Union
- (4) Reflects placement of students south of Walnut into correct district - Linwood

Source: Visalia Unified School District

COMMUNITY FACILITIES



increase of enrollment. Schools that need additional or remodeled facilities include:

Mt. Whitney High School - Music Building expansion; Multi-Purpose Classroom facility, and expansion of Physical Education facility.

Redwood High School - remodel Academic Wing and Mineral King Bowl expansion.

Divisadero Junior High School - Shop, Music, and Multi-Purpose Classroom addition.

Green Acres Junior School - Classroom, Shop, and Physical Education expansion.

Conyer, Crestwood, Fairview, Highland, Ivanhoe, Linwood, Veva Blunt, Washington, Willow Glen Elementary Schools - all will have extensive classroom and other facility expansion. Other elementary schools within the district will have some additional facilities constructed depending upon need and growth.

The College of the Sequoias, a two year college, is a member of the American Association of Junior Colleges, the California State Junior College Association, and the Central California Junior College Association. This college represents a transition between high school and a four year college or university. The campus occupied 56 acres of land with additional 160 acres of land for college farm. The total enrollment for the Fall of 1975 is 7096 students - 4,008 day students and 3,088 evening students. It is projected that the annual student growth rate of about 5%.

Goals for Education Facilities

1. Visalia Unified School District and the City of Visalia should continue to work closely to encourage new school sites to be located within walking distance of any residential area. Maximum walking distances for students should be as follows:

Elementary - 1/2 mile

Jr. High - 3/4 mile

High School - 1 mile

2. Visalia Unified School Districts should improve and expand inadequate school facilities as to meet the needs of the community.

3. The City should encourage multi-functional use of school sites in order to maximize the investment and to better serve the public.



B. PARKS AND RECREATION

Since early 1960's, Americans spend more time than ever before in recreational leisure activities. This phenomenon is based on at least two factors; working fewer hours but receiving higher incomes; increased population in any given areas. Recognizing the needs, the City of Visalia has taken steps designed to create a system of adequate, well located park and recreation facilities for all Visalians. On August, 1974 the City Council adopted the Recreation Element, an amendment to the Conservation, Recreation and Open Space Element of the General Plan, to provide goals, policies, and implementation tools for developing park and recreation facilities.

In formulating a general plan element for open space, park and recreational activities it is necessary to determine the types of parks and recreation facilities normally desirable and economically feasible for the size and character of a community.

The primary functions and classifications of a recreation system are:

Neighborhood Parks - A relatively small park serving, in general, the elementary school attendance area and located within walking distance ($\frac{1}{2}$ mile) of most homes in the neighborhood. Wherever possible, neighborhood parks

should be located next to an elementary school to allow maximum use of both facilities. The desirable size for a neighborhood park next to an elementary school is 6 acres. Visalia presently has 5 parks in this category with size ranging from 2 to 2½ acres.

Community Parks - In general, a community park is an area served by one or more secondary schools. In a city it is a group of neighborhoods forming a recognized section or district of the City. The area is planned primarily for young people and adults. Facilities included might consist of multi-purpose building, swimming pool, field and court areas and picnic sites. The size of this area would be about 15 to 25 acres and would service people within a 1 mile radius. Currently Recreation Park consisting of 18 acres, is the only park meeting this criteria.

Parkways - A small open area of limited use for aesthetic or passive recreation only. Located as a buffer along streams, ditches, roadways or between commercial residential area. Mayors Park, Memorial Park and the Lincoln Oval are areas in Visalia that meet this description.

Regional Park - Consideration must also be given to those areas and metropolitan parks furnished by other governmental agencies which serve more than one municipality. These parks include large open areas and provide major recreational facilities not usually duplicated in local parks. Mooney Grove, Cutler Park, Lake Kaweah, Sequoia Park and Visalia's own Plaza Park presently fulfill this requirement.

Special Recreational Facilities - Most communities provide either through public or private expenditures, special recreation facilities which could consist of golf courses, swimming pools, tennis clubs, gun clubs, rodeo arenas, etc. Visalia currently provides a number of recreational facilities which fall into the special facilities category.

The National Recreation Association has established standards for the type and amount of park facilities which should be available within an average community. The basic standard is 10 acres of recreation space per 1000 population be provided. Today Visalia is in a deficit situation with regard to city park development with an average of 6.4 acres per 1000 population based upon city population only. The parks which are available to Visalia residents, however, are not exclusively provided by the city. Mooney Grove and Cutler Parks, for example, are maintained by Tulare County and combined, provide an additional 215 acres of available parkland within the urban area. With the County providing some of the park acreage and using an urban area population for calculation of existing recreation, there are 9.22 acres per 1000 population.

The following table is an inventory of the park facilities which currently exist or are proposed for short term development:

<u>PARK NAME</u>	<u>ACREAGE</u>	<u>CLASSIFICATION</u>
Summers Park	2.50	Neighborhood
Lincoln Oval	0.45	"
Soroptimist	2.50	"
Willow Glen**	4.80	"
Mayor Park	0.25	"
Memorial	0.12	"
Houk	2.38	"
Rotary	2.50	"
Jefferson*	2.00	"
Linwood*	3.50	"
Crestwood*	3.00	"
Main Street	1.60	Parkway
Recreation Park*	18.00	Community
Whitendale**	17.00	"

Source: Visalia Recreation and Social Services Departments

* Improvements to be developed.

** Proposed for future development.

Goals For Recreation Facilities

Visalia and its urban area is expected to receive a steady growth rate of approximately 1600 persons annually. The increased population growth will create an additional demand for new recreational facilities which the city must provide, since the City has been committed to the concept of providing a good quality living environment for all of its residents. The following goals are found in the 1974 amendment to the Conservation, Recreation and Open Space Element of the Visalia General Plan:

Acquisition and development of sufficient land to meet the recreational needs of the present and future populations of Visalia.

To provide fully balanced recreation programs and facilities that meet the needs and desires of citizens and visitors, the individual and family alike, regardless of age, sex, race or socio-economic background.

To provide programs and facilities that will allow for recreation year round, indoor and out, passive and active, and that encourages leadership as well as spectatorship.

To preserve and rehabilitate those historic structures and/or sites in Visalia that will enhance historical and ancestral pride and identity of the community and individual.

To protect, utilize, and enhance natural areas that surround and make up the community so as to provide a pleasant and beautiful environment.

To create parks and other recreational facilities which are designed and located based upon convenience, diversity, good landscape design, quality construction, accessibility, safety, compatibility and the best and maximum use of available funds.

To create a park, greenway-linkage, and focal point system that gives the community visual unity and identity throughout.

To coordinate and cooperate with organizations such as public schools, private business and industry, and commercial developers to help attain a maximum of use and minimum of duplication and cost of recreation facilities and programs within Visalia.

To offer comprehensive programs which foster improvement of cultural, educational, and recreation skills and appreciation as well as provide opportunities for individuals to release tensions and maintain healthy bodies and minds through wholesome channels.

To strive to keep pace with social and technological changes by continually updating programs and procedures.

To provide means by which citizens may become involved with the administration and execution of the cities policies and programs in such a way that it will promote a recreation system more representative of the community and individual needs.

To operate programs in such a way that will promote public responsibility.

To make the best use of maintenance possible at the least cost and maximum benefit.

To integrate the administration actions of this department with the local, regional, and state systems so as to obtain the greatest use of open space lands with the most efficient expenditure of funds.

To continue to look at and develop local recreational facilities with the realization that the energy crises may curtail travel and will increase the demand for facilities which do not call for heavy energy usage.

C. HEALTH CARE FACILITIES

The health care facilities in the City of Visalia are being served by two excellent hospitals, three convalescent hospitals, and nine "rest homes".

The Kaweah Delta District Hospital is equipped with 224 beds and a staff of 150 physicians in all categories. Visalia Community Hospital with 52 beds, is privately owned and maintains a staff of 56 active and consulting physicians. Both hospitals are equipped with the newest medical equipment to provide all emergency treatments and health care services.

At the present, Visalia Convalescent Hospitals is equipped with 122 beds, however, they are in the process of building a new wing to accommodate another 18 beds. The other two convalescent hospitals Kaweah Manor (99 beds) and Delta (39 beds) have no immediate plans for enlargements for the future.

The City of Visalia should continue to cooperate with the Comprehensive Health Planning Association of Central California by exchanging information and data. The City of Visalia should provide the information on population growth; economic projections; land use; transportation and circulation; and other information which may affect the general planning of sites for future health care facilities. At the same time, the Comprehensive Health Planning Association of Central California should submit to the City staff for review outlines on all the new health care facilities being proposed within the City.

D. GOVERNMENT FACILITIES

Visalia, as a county seat, is the headquarters for many governmental agencies. These facilities are dispersed throughout the City. Any expansion of facilities will probably be tied to the rate of population growth and the demand of services.

1. Federal - The U. S. Government has more than one dozen separate offices located in the City of Visalia ranging from agricultural marketing service to postal service. Almost all the offices and facilities are individually located and no federal office center is planned at this time.
2. State - Because of their specialized functions, more than one dozen State offices are dispersed throughout the City. There is no plan to house all the State offices in one building in Visalia.

3. County - In 1957, the Tulare County Administration Center moved from Court Street onto the present site because of a lack of space. The 40 acre site is located on the northwest side of the intersection of Highway 198 and Mooney Boulevard. The high-rise office buildings house most of the County departments with no expansion planned for the immediate future.
4. Municipal - Between 1909 to 1955, the City Hall was located at the intersection of Acequia and Church Street. In order to provide more efficient and better services to the citizens of Visalia, the City Hall was relocated onto the present location in 1955. The 3 acre site houses not only the City Hall, but also the police and fire station. At the present time, the City of Visalia employs more than three hundred (300) employees, exclusive of part-time and summer employees. Although levels of services being provided by the City are increasing each year according to the needs and the demands from the public, there is no plan to build additional structures or to purchase additional land in the near future.
5. Public Library - The Visalia City Library has been in operation since 1930. It now has approximately 88,000 books, pamphlets and pictures for people to enjoy. Beginning July 1, 1976, the Tulare County Library System and the Visalia City Library will be merged into one system. A new library building is under construction at the corner of Oak and Locust Street. Upon completion of the new library building, it will provide sufficient space for over 120,000 volumes of books. Also, once a month, the San Joaquin Library Systems send a book mobile to north Visalia with reading materials printed in Spanish to provide the needs of the Mexican-American community in the area.

E. POLICE PROTECTION

The City of Visalia has a very modern and efficient police department manned by 66 law enforcement officers, 12 patrol cars, and 3 motorcycles. Since the early 70's, the department has been actively promoting various programs for the betterment of the living environment of the community. Programs such as: Operation Identification, Crime Information Line, Human Relations Bureau, Basic Car Plan, Bicycle Enforcement and Education and Anti-Crime Thrust Pamphlet. One of the most outstanding programs is the Crime Information Line. A special telephone line, with which citizens could call the Police Department and report confidential investigation without having to talk to an officer or be identified, was installed in the Police facility in July, 1975.

This automatic telephone answering device enables the caller to relate his message information at any time of the day or night, and the information is monitored by personnel of the Anti-Burglary Team at a later time.

A planned publicity program was started in the City prior to the installation of the answering device. Slogans were aired over local radio stations, and publicity ads were placed in local newspapers. At the beginning of the program, Anti-Burglary Team personnel appeared on a taped TV interview on Channel 24, Fresno. The story was disseminated statewide by the Associated Press and many inquiries regarding the mechanics of the program have come from other law enforcement agencies throughout the state.

Because the Visalia City Police Department has placed so much emphasis on crime prevention, the burglary rate in Visalia has decreased significantly since 1973. There were only 795 burglaries during 1975 vs. 1,200 in 1972.

Governmental Facilities Goals

Although the projected population for the City of Visalia in 1996 will be approximately 65,000 people the police department does not foresee the need to build a police sub-station anywhere as long as the city boundary lines remain at the present location. In order to continue the level of services being provided by this department, it is the goals of the police department:

1. To recruit better trained law enforcement officers at the rate of 1.5 to 2.0 police persons per 1000 population.
2. To promote and to establish a traffic management bureau for lowering the rate of traffic accidents on city streets.
3. To have better working relationships among various public and private agencies, i.e. crime prevention planning through a joint program with the City Planning Department.

F. FIRE PROTECTION

Fire stations are one of the major capital improvements for any community, because they will be in use for many years. Therefore, the location of a fire station should be selected with extreme care so that the best fire protection could be provided.

At the present time, the City of Visalia has two fire stations, manned by thirty three (33) well trained fire persons, eight (8) modern fire engines and two (2) ambulances. The main station (Station No. 1) is located next to the City Hall on Johnson Street, and the sub-station (Station No. 2) is located at the intersection of Woodland and Tulare Street. According to the Special Interest Bulletin No. 176, National Board of Fire Underwriters, 1963, fire stations should be provided:

- (1) Not more than one mile travel distance from an engine company or $1\frac{1}{4}$ miles travel distance from a ladder company in a high value district, and
- (2) Two miles travel distance for an engine company or three miles travel distance for a ladder company in an average residential district.

From the above data, the citizens of Visalia are well protected by the Visalia City Fire Department, because both stations are located in such a manner that they are able to reach the burning structure(s) less then 5 minutes within the $1\frac{1}{2}$ mile radius, exclusive of the Visalia Municipal Airport and the Industrial Park areas. Also, the City of Visalia has signed a "mutual aid" agreement with other cities so that one or more companies from other jurisdictions may respond to the fire alarms.

Fire Department Goals

According to one of the reports prepared by the Visalia City Fire Department, there were 609 fire alarms in 1975, in comparison to 489 in 1971, and the fire loss for 1975 was \$460,140.00, as compared with \$145,529.78 for 1971, exclusive of the Standard Oil Fire.

The following table is the record of alarms, fires, and causes occurring in this community during 1975:

Table No. XII-2

ALARMS, FIRES AND CAUSES - 1975ALARMS

Alarm System	40
Personal Notice	7
Telephone	390
Radio	41
Electron No. 6	127

Totals 609

NON-FIRES (33.99%)

False Alarms	74 (12%)
Smoke Scares	59 (9.69%)
Honest Mistakes	10 (1.64%)
Rescues	9 (1.48%)
Vehicle Accidents	5 (8.21%)

Totals 207

FIRES IN BUILDINGS (17.24%)

Residential	61 (58.1%)
Non-Residential	5 (4.76%)
Assembly	8 (7.65%)
Mercantile	20 (19.05%)
Storage, etc.	10 (9.52%)
Public Utilities	
Miscellaneous	1 (.95%)

HOW FIRES WERE EXTINGUISHED

Water	224
Chemicals	25 (6.22%)
Water & Chemicals	15
Out on arrival	114 (28.36%)
Other	24
Total	402

ALL OTHER FIRES (48.77%)

Grass and Brush	82 (13.46%)
Vehicles	114 (18.72%)
Outdoor Equipment	17 (18.72%)
Illegal & after hrs.	20 (3.28%)
Other kinds	64 (10.52%)
Totals	402

Fires extinguished by occupant	1
Structural Fires with over \$100 damage	
Fireman Injured	
Fireman Killed	
Civilians Injured	1
Civilians Killed	

Source: Visalia City Fire Department

Table No. XII-3

REQUIRED FIRE FLOW FOR AVERAGE CITY

<u>Population</u>	<u>gpm</u>	<u>mgd</u>	<u>Duration Hours</u>
1,000	1,000	1.44	4
1,500	1,250	1.80	5
2,000	1,500	2.16	6
3,000	1,750	2.52	7
4,000	2,000	2.88	8
5,000	2,250	3.24	9
6,000	2,500	3.60	10
10,000	3,000	4.32	10
13,000	3,500	5.04	10
17,000	4,000	5.76	10
22,000	4,500	6.48	10
27,000	5,000	7.20	10
33,000	5,500	7.92	10
40,000	6,000	8.64	10
55,000	7,000	10.08	10
75,000	8,000	11.52	10
95,000	9,000	12.96	10
120,000	10,000	14.40	10
150,000	11,000	15.84	10
200,000	12,000	17.28	10

Over 200,000 population, 12,000 gpm, with 2,000 to 8,000 gpm additional for a second fire, for a 10-hour duration.

Source: Standard Schedule for Grading Cities and Towns of the U.S.
National Board of Fire Underwriters -- 1956 New York,
Chicago, San Francisco

With increasing activities at the Visalia Municipal Airport, new developments at the Industrial Park, new motels being proposed along Highway 198 near the airport, and the overall population growth within the City, the Visalia City Fire Department definitely sees the need to increase their operation in order to provide adequate fire protection and to meet the insurance requirements established by the Insurance Service Office. Also, the City may have to up-grade the present water system in order to meet the "required fire flow" for the purpose of the fire insurance for future commercial and residential developments (Table No. XII-3).

In order to meet the projected growth within the community, the Visalia City Fire Department proposes the following:

1. To construct a new fire station (Station #3) at the Visalia Municipal Airport so that it could provide fire protection not only for the airport, but also for the Industrial park area, and;
2. to relocate the existing Station #2 from the present site onto a new site in the immediate area of Walnut and Chinowth. The relocation of Station #2 will provide better fire protection for those residents in the southwest side of the City;
3. to purchase additional equipment for Station #3; and
4. the fire fighting program should be continued in terms of manpower and training, equipment, and public education in fire prevention.

G. AIRPORT

During 1927, pilots Lt. Edward Deeds and Sol Sweet urged the City of Visalia to construct an airport facility along Highway 99. With the support of the Visalia Chamber of Commerce, the Visalia Municipal Airport was established at the present location in June, 1928. The original grass landing strip was located adjacent to what are now U. S. Highway 99 and State Highway 198.

In 1942, the U. S. Army Air Force took over the airport for the war effort, extended the runway to 6000 feet, and added taxiways along the easterly side of the airport. However, the runway was forced to be shortened to 5177 feet because of the highway construction in 1956. In December, 1946, United Airlines began two daily flights to Visalia.

At the present time, the Visalia Municipal Airport consists of a single runway, 150 feet wide and 5895 feet long. Although it is classified as an "air carrier" airport, the largest aircraft that it can handle at this point is the Boeing 737 with some restrictions. Also, a single general aviation taxiway runs parallel to the entire length of the runway at the north-east side. With recently renovated facilities, the Visalia Municipal Airport can house approximately 60 small to medium sized aircraft.

About half of the floor space within the terminal building is being leased and occupied by the United Airlines for administration, passenger service, baggage and cargo. The remaining area is used for public passenger areas and the Airport Operations Assistant office. There are ample automobile parking areas for the public located adjacent to the terminal building. However, it will be reduced by half when the new interchange is built.

Two commercial airlines, United Air Lines and Swift Air Lines, both provide passenger and cargo services from this airport. Swift Air Lines operates as a commuter plane, offering passenger and cargo services to the metropolitan areas with three flights daily exclusive of weekends. United Airlines provides four flights daily; northbound to San Francisco and southbound to Los Angeles. The following table indicates the historical airline activity:

Table No. XII-4

HISTORICAL AIRLINE ACTIVITY

<u>Year</u>	<u>Daily Departures</u>	<u>Enplaned Passengers</u>	<u>Passenger/ Flight</u>
1965	4	10,029	6.9
1966	4	11,027	7.6
1967	4	12,891	8.8
1968	4/2	8,328	(UAL change of sched)
1969	2	1,369	(flood damage; A.P. closed)
1970	2	6,890	9.4
1971	2	7,890	10.8
1972	2	6,419	8.8
1973	2	7,479	10.2
1974	2	8,284	11.3
1975	3	15,163	13.8

Source: Visalia Airport Manager's Records

The City of Visalia also has a privately owned airfield, Green Acres, located two miles north west of downtown Visalia. This airfield has a good maintained runway and taxiway and offers major repair, charter, flight instruction and agricultural services. The Green Acres airfield is proposed to be phased out within the Tulare County Airport Masterplan. The General Plan recognizes the existing use, however, expansion of the facility would not be in the best interests of the General Plan policies.

In order to provide proper facilities which will accommodate future air traffic activity at the Visalia Municipal Airport, it is important to assume that:

- (1) Commercial air carrier service will continue at the airport.
- (2) The socio-economic character of Visalia will continue on the bright side.
- (3) Improved facilities will attract additional passengers and air carriers.

Table No. XII-5 shows the forecast of total annual aircraft operations, and Table No. XII-6 shows the forecast peak hour passengers and visitors.

There is little disagreement among planners and other professionals that some form of land use controls are necessary for areas adjacent to an airport. Without proper controls, serious adverse impacts have occurred across the nation such as; a jet crashed into a Sacramento ice cream parlor killing twenty-two people, property owners filed lawsuits against the Los Angeles International Airport on the account of the noise generated by the aircrafts.

In 1975, the Visalia City Council held a public hearing and adopted an Airport Environmental Protective Zone for the Visalia Municipal Airport (Map No. XII-2). The purpose of the protective zone is to preserve the critical environs of the Visalia Municipal Airport from the intrusion of land uses that could prove harmful to both the proposed use and the municipal airport in terms of health and safety, and more specifically, related airport operations affect on these adjacent areas in terms of noise, air pollution and flight safety.

Table No. XII-5

FORECAST OF TOTAL ANNUAL AIRCRAFT OPERATIONS

Commercial Aviation				General Aviation			Grand Total
	Air Carrier	Cargo Aircraft	Air Taxi	Itiner.	Local	Subtotal	
1980	2,920	1,040	1,250	60,000	47,200	107,200	112,410
1985	4,380	1,040	2,500	103,800	80,500	184,300	192,220
1990	5,840	1,040	2,500	145,100	112,200	257,300	266,680

Source: Airport Master Plan, City of Visalia, 1973.

Table No. XII-6

FORECAST OF PEAK HOUR PASSENGERS AND VISITORS

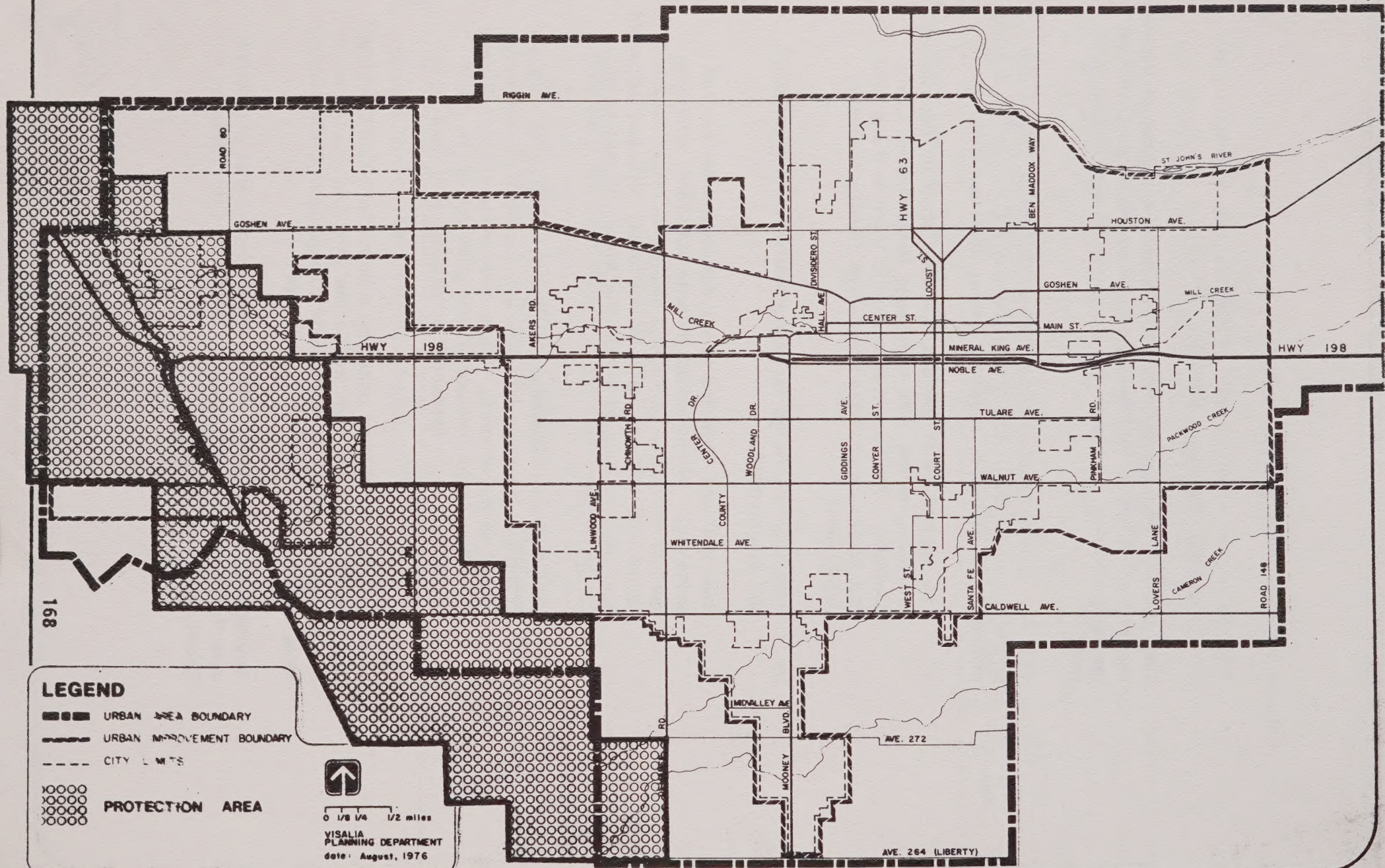
Year	Enplaned Peak Hour Passengers	Enplaned Passenger Visitors	Visitors Awaiting Deplaned Pass.	Total Peak Hour
1980	35	100	30	180
1985	52	124	37	223
1990	78	144	43	259

Source: Airport Master Plan, City of Visalia, 1973

Policies for this protective zone are:

1. That an airport environmental protective zone be established as shown upon the map. (Map No. XII-2)
2. That the City and County may require an environmental impact report to be filed on any proposed use in the airport environmental protective zone with the exception of agricultural land uses.
3. That the criteria used to judge the suitability of a land use proposing to locate in the protective district, either by change of zone, use permit or building permit shall be as follows:
 - a. The sensitivity of the use to noises shall be determined as related to the 1990 Composite Noise Rating (CNR) Contours. These activities would include those type that would concentrate population density including employment.
 - b. Uses that encourage large concentration of population and employment.
 - c. Uses that are sensitive to air pollution from aircraft emissions. These would include activities involving medical services, children's hospitals, convalescent homes and related activities and other critically impacted land uses as defined within the Noise Element of the General Plan.
 - d. Uses that will not impair airspace visibility or communication or otherwise increase the potential of obstruction impact to the airport. Such uses would include those uses that could produce visual obstructions of glare lights causing a confusion or conflict with landing or takeoff patterns.
4. That any division of land occurring within the airport environmental protective zone both within the City and County areas may be subject to an environmental impact report after assessment by the Environmental Coordinator.
5. Any structures proposed within the environmental protective zone for human occupancy be reviewed by City Engineer or County Building Engineer.

AIRPORT ENVIRONMENTAL PROTECTIVE DISTRICT



H. PUBLIC UTILITIES

1. Water:

The City of Visalia water needs are met by California Water Service Company and the City of Visalia. The California Water Service Company, a private organization, has 50 well-pump units in operation and the maximum production of the wells is 33,235 gallons per hour. The system is operating with pressure-actuated switches and the system provides adequate service. All wells pump directly into the interconnected distribution system and into storage facilities. Two separate distribution systems are each served by two wells and three wells.

In 1975 the California Water Service Company served a total of 12,547 services, which included residential, commercial, industrial, public authorities and private and public fire protection.

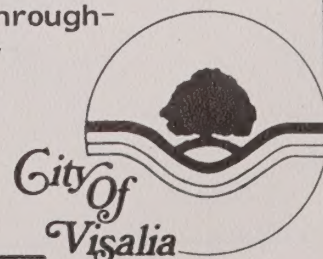
The California Water Service Visalia district includes the City of Visalia and portions of the unincorporated area adjacent to the city limits.

Additions to the system in recent years have been made with asbestos cement pipe and former lines were installed using cast iron and other materials. Asbestos cement pipe comprises the major portion of the system. The system has lines of a maximum size of 12 inches in diameter with lines generally well interconnected and few dead ends. There are some locations where additional cross ties and connections would be advisable.

The California Water Service Company has in its Visalia system some small lines, but these have generally come with the acquisition of existing systems in areas adjacent to the City of Visalia. The Company has expressed an intention to improve these systems as it becomes feasible. Additional pipe systems probably will be incorporated into the company works as the city limits are extended.

The California Water Service Company has 600,000 gallons of storage capacity which is contained in two steel elevated tanks. These tanks are equipped with automatic regulating valves which control filling of the tanks during off peak periods and drainage of the tanks into the distribution system during high demand periods. This storage appears to be adequate for water needs and fire protection needs in the city area.

The California Water Service Company owns 50 wells located throughout the Visalia service area. All of the pumps are electrically driven and are automatic in operation.



Circuits have been laid out in such a way that several well-pump installations are on separate circuits. A complete shutdown of the entire well-pump system is very unlikely. If a portion of the pump system were to be without power, pressure-actuated switches would automatically start other well-pump installations and keep the system charged. Should there be a major power outage of the Visalia and surrounding area, the California Water Service Company has five gasoline engines and four natural gas engines which would be put into service almost immediately.

The City of Visalia owns and operates a water system which provides service to the Visalia Industrial Park. This system is operated for the purpose of supplying water for various manufacturing processes and to provide water for fire fighting purposes. Four wells discharge to the system with a total rated discharge of 5,200 gpm. Two of these wells discharge to 8,000 gallon hydropneumatic tanks and the remaining two discharge directly to the system. The two wells which discharge to hydropneumatic tanks have been provided with natural gas powered generators.

Groundwater as a source of water supply is important to the City of Visalia. The volume of water required for domestic and industrial uses in the future will depend on:

- (1) the rate of growth-residential, commercial, and industrial,
- (2) the change of technology, and
- (3) the cost of purchasing water.

The California Water Service Company retains an engineering staff to meet the future water needs for this community. At the present time, the Company does not foresee any shortages of water in this area to accommodate the projected growth.

The City of Visalia shall continue the policy of evaluating and upgrading the City owned water supply and distribution facilities each time a new industrial development builds in the industrial park area.

Table No. XII-7

THE CALIFORNIA WATER SERVICE COMPANY-1975

Service Active	12,457
----------------	--------

Output

Avg. Day of M. G. D.	11.9
Avg. Max. Mo. M.G.D.	20.7
Max. Day M.G.D.	25.3
Avg. Gals. Day/consumer	981
Stations Producing	42
Wells Producing	50
Miles of Main	165.7

Industrial Water Supply:

Max. Hourly Rate G.P.M.	33,235
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Source: The Calif. Water Service Company

2. Solid Waste:

Existing solid waste disposal system is provided by the City of Visalia. One man operated trucks collect twice a week for residential unlimited for commercial and industrial establishments. The City has an agreement with the County of Tulare to dispose of the solid waste at the County dump located about 9 miles from the City Hall. It has been estimated that approximately 175 tons of solid waste is collected each day within the community, or 55,000 tons per year.

Solid Waste Management Goals

At the present time, the Department of Solid Waste consists of 21 employees and 14 trucks. No long-range plan has been developed; however, it is recommended that 3 additional persons will be needed for the next five years in order to provide adequate levels of service. The City and County should join in the development of a long-range plan.

3. Storm Water Drainage:

The City of Visalia is divided by three natural drainage channels that carry large amounts of run-off during major storms: the St Johns River on the north, the Mill Creek bisecting the community, and the Packwood Creek on the south. Storm water drains along City streets and ditches eventually flowing into any of the above channels by ways of natural grades and/or pumps. There are approximately 15 pumps located throughout the City.

At the present time, there are no major flooding problems in the City of Visalia because of the natural drainage channels and the oversized storm lines. However, due to the rapid increase of population and developments, the total amount of run-off may exceed the maximum carrying capacity of the channels.

Storm Water Management Goals

It is evident that major flooding could occur within portions of this community in the near future; therefore, the City of Visalia should:

- (1) Improve the City's system of flood control and storm drainage.
- (2) Cooperate with various public agencies to develop a Master Plan in order to avoid overloading of the natural drainage channels.
- (3) Seek federal and state funds for the implementation of a storm water drainage plan.

4. Sewer and Waste Water Treatment Facilities

The City of Visalia provides collection and treatment for industrial, commercial and domestic wastewater with separate collection and disposal of storm water. The collection system consists of approximately 150 miles of sanitary 180 miles of storm sewer. Line sizes range from 6" to 42" with approximately 15 pumping lift stations.

The 123 acre existing Waste Water Treatment Plant is located west of Highway 99 on Avenue 288. The Waste Water Treatment Plant consists of secondary treatment with trickling filters and oxidation ponds, with a design capacity of 6.2 MGD based on the present population of 34,750. A plant expansion contract was awarded in February 1976 to add activated sludge to upgrade the degree of treatment to meet the NPDES Discharge requirements, and provide a uniform capacity of 8.3 MGD.

The 8.3 MGD design capacity, based on controlled growth and should be adequate rough 1985 with an estimated population of 50,000. The Environmental Protection Agency requires that prior to reaching the design capacity of the facility, plans and specifications must be submitted to provide the necessary capacity. The total cost of the Treatment Plant, after completion of the activated sludge project, will be \$11,500,000.00.

In 1985, with an anticipated population of 50,000, the Waste Water Treatment Plant will require expansion of all units to increase plant capacity to 9.90 MGD. With controlled growth and careful evaluation of all industrial growth, this capacity should be sufficient until 1996. The estimated population of 65,000 in 1996 will require that all units be increased to handle a hydraulic capacity of 11.38 MGD.

5. Gas

The Southern California Gas Company provides gas power for the City of Visalia. It has been serving the San Joaquin Valley for more than fifty years. The entire system of the Southern California Gas Company has over 3 million meters and is the largest natural gas company in the world today. The following table shows the total gas meters installed within the City of Visalia:

Table No. XII-8

TOTAL NUMBER OF GAS METERS

<u>Year</u>	<u>Number</u>
1965	7,676
1966	8,087
1967	8,368
1968	8,597
1969	9,321
1970	9,808
1971	10,326
1972	11,417
1973	12,047
1974	14,167
1975	16,891

Source: Visalia City Chamber of Commerce

The Southern California Gas Company indicated that the annual increase of gas meters in this area has been approximately 6.2%. It is safe to say the trend will continue into the future.

6. Electricity

The electric power for the City of Visalia is supplied by the Southern California Edison Company. The high voltage transmission lines service this area are connected with the Big Creek hydro-electric development located north-east of Fresno and the steam plants in Southern California. The Southern California Edison Company is able to provide electric power for any size development that could conceivably be located in this area.

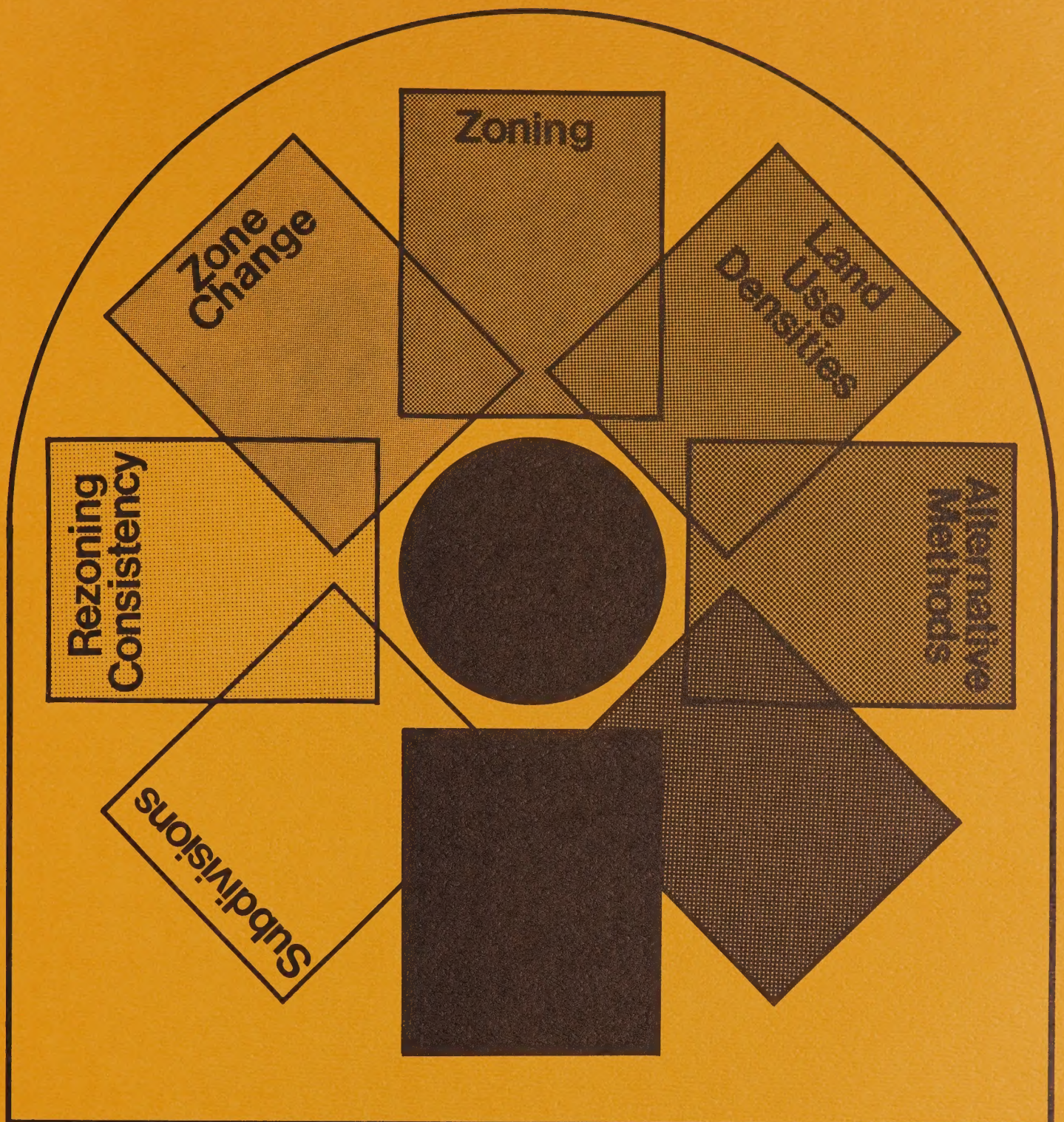
7. Telephone

Pacific Telephone Company provides telephone services for the community of Visalia. Listed below are the latest forecast of main telephone stations. The forecast is comprised of three areas that make up the Visalia Exchange:

<u>1st of Year</u>	<u>Visalia</u>	<u>Ivanhoe</u>	<u>Farmersville</u>
1976	21,700	1,350	1,015
1980	27,000	1,495	1,175
1985	32,400	1,670	1,355
1990	36,670	1,840	1,525
1995	40,435	2,010	1,695
2000	44,180	2,180	1,865

The above are main telephones and do not include extension telephones. Business telephones usually comprise about 17% of total main telephones.

Source: Pacific Telephone Company



Chapter 13

Implementation

XIII IMPLEMENTATION

A. CONSISTENCY OF ZONING WITH THE GENERAL PLAN

The State of California has required local government to adopt Land Use and Circulation Elements of their General Plans since 1955. It wasn't until January 1, 1974, however, that the state required that zoning and subdivisions be in conformance with the city's adopted General Plan for general law cities only. Charter cities are exempt. It is only prudent, however, that Visalia follow the State's lead in requiring consistency between zoning subdivisions and the General Plan. The consistency factor assures that the policies of the General Plan are enforced and are implemented, which maintains the General Plan as a viable management tool. The issue of conformance between a City's Zoning Ordinance and the General Plan has been subject to numerous interpretations. The Council on Intergovernmental Relations stated:

"The requirement that there be consistency between the zoning ordinance and the general plan emphasizes the importance of clearly defining the purpose and nature of the zoning ordinance as having immediate force and effect on each parcel of land and the general plan as a body of long range public policy. Although many general plans are becoming more comprehensive and at the same time more detailed, the plan is intended to provide a broad base of policy for guiding decisions."

"The attainment of consistency lies in the degree of compatibility between the policies in the general plan and the regulatory devices available in the zoning ordinance."

"The zoning ordinance should be considered consistent with the general plan when the allowable uses and standards contained in the text of the zoning ordinance tend to further the policies in the general plan and do not inhibit or obstruct the attainment of those articulated policies."

The Council on Intergovernmental Relations was indicating that the application of zoning must support the intent and policies of the general plan and must be compatible with the general plan policies and map if it is to be deemed to be "consistent".

The question then arises as to the administration of consistency. Careful consideration must be given to the potential effect that a general plan amendment may have upon existing zoning. To illustrate the questions of interpretation which can arise, the following examples are given:

- Example 1: Zone Change Request - A parcel of property is currently zoned for single family residential development (R-1-6) and the general plan indicates that the site is only appropriate for R-1-6 density. If the property owner were to request a C-2 zoning, the request would not be consistent with the general plan and could not, therefore, be approved.
- Example 2: Land Use Densities - A general plan amendment reduces the density range for a residential area from 40 units to the acre to 17 units to the acre. However, the existing zoning which allows 39 units to the acre is not changed. Subsequent to the general plan amendment, landowner applies for a building permit to construct a multi-family apartment complex resulting in 26 units per acre.

The deviation in density range between the general plan range of 17/ac and the specific density proposal of 26/ac is substantial. The latter can be regarded as significantly more intensive land use than that prescribed by the general plan. Therefore, the subject land should be rezoned within a reasonable period of time so as to allow for a smaller density range. See Baker v. City of Milwaukee

- Example 3: Rezoning for Consistency - A parcel of property is currently zoned C-4 (Service Commercial) and a general plan amendment is passed which would indicate that the parcel would be better suited as high density residential. The question then arises as to the city's responsibility for rezoning the parcel. The law states that once a general plan is amended, that the zoning should become consistent within a reasonable period of time. In order for a city to be assured that the zoning of the property will be changed from C-4 to R-M-3 within a reasonable time period, the city must take the initiative. Recent Supreme Court cases such as the Mt. View and Cerritos decisions have indicated that it is the responsibility of the local legislative body to preserve and enforce the intent of its general plan. These decisions have further stated that it is within the public interest that general plan documents are formed and that individuals cannot claim damages from the city when it is acting to

bring its zoning ordinance into conformance with its adopted general plan.

Mr. Shaw, Assistant City Attorney of Walnut Creek, stated the following with regard to the general plan and city's zoning and subdivision ordinances:

"The general plan diagram should not be equated with the zoning map on a one on one basis. The general plan textual language assumes a very important role in filling out the specifics of how, when, and why the community will develop. The map ought to assume only a secondary role as a graphical planning tool.

Second, whether a zoning change may be "compatible" with the policies, guidelines, etc., of the general plan, or whether a general plan amendment will in turn require a rezoning turns on a careful planning examination of what the zoning will mean for future growth in relation to the policies of growth outlined in the general plan. There will be many cases, where reasonable differences of opinion will occur as to the relationship between the planning and zoning. Of importance, then, is a full understanding of the factual setting underlying the zoning action and the mandates of the general plan for the subject area. The factual setting is then referenced to a consideration of the applicable identifiable policies, the specific standards having application, and the applicable implementation programs.

The requirement that zoning be consistent with the general plan created a duty that cities enact all required elements of the plan. The requirement also has and will cause greater attention to be focused upon the policies which are prescribed within the general plan elements. This follows by reason of the frequency of land use proposals requiring a comparison between the general plan text and diagram with the specifics of proposed zoning actions.

The consistency requirement found in the Map act, Gov't C. 66473.5, has been interpreted by the Attorney General to expand the scope of the Map Act from purely physical matters associated with subdividing of land to "whatever social and economic criteria" may be embodied in general and specific plans. 58 Ops. Cal. Atty. Gen. 41, 43. This important opinion discusses the authority of General Law Cities to impose certain kinds of restrictions upon condominium conversions through the administration of the Map Act. The opinion

In summary, recent legislation and court decision have mandated that the zoning and subdivision ordinances of a general law city support and implement its general plan. These decisions do not require a charter city to abide by the 1971 legislation. It is, however, necessary for a city to follow the state's lead in this regard by zoning in compliance with the general plan, to assure that the plan has some substantive meaning. It is only prudent for Visalia to support its plan through zoning and subdivision compliance if the plan is to remain a viable management tool. The consistency requirements represents an effective planning tool for bringing together planning and zoning into a cohesive unit: The general plan elements, its action programs, specific plans, zoning implementation measures and the subdivision map act.

B. IMPLEMENTATION

The implementation of the general plan will be in the form of adoption of a new zoning ordinance and zone maps. Based on state law, the city is required to take this action within a reasonable period of time, therefore, the zoning phase will follow the adoption of this plan.

Implementation Policies:

1. In compliance with state regulations for general law cities, it shall be the policy of the City of Visalia to zone properties within the city limits to zones which are conforming with the newly amended General Plan within a reasonable period of time. It shall further be the policy that all future zone changes shall be in conformance with the General Plan.

The problems which the city now faces of numerous incompatible land uses and non-conforming uses is a result of the lack of a current, useful and comprehensive land use element. The adoption of this plan, at this time, will assure that new land use problems are avoided and that the existing problems will be slowly rectified. A City is a dynamic structure which changes in physical form and social attitude. The General Plan should be periodically reviewed and updated to assure that it remains a viable and useful planning tool. It is the intent of this plan to provide the city legislative body and the residents with a guide for the future growth and development of Visalia.



Chapter 14

Environmental Impact Report

XIV. ENVIRONMENTAL IMPACT REPORT

I. INTRODUCTION

This environmental impact report is a combined report for the Land Use and Circulation Elements of the City of Visalia General Plan. Inasmuch as the two elements are closely related, it seems advantageous to treat both elements together.

Much of the detail required by the California Environmental Impact Report Guidelines has already been included in the body of the Land Use and Circulation Elements, or it has appeared in various other elements of the Visalia General Plan. To avoid repetition the present environmental impact report should be used in conjunction with the referred background material.

II. DESCRIPTION OF THE PROJECT

A. Action to be taken

The proposed action involves the adoption of the Land Use and Circulation Elements of the City of Visalia General Plan.

B. Statement of Objectives

The broad objectives of the individual elements are:

Land Use Element: Government Code Section 65302 (a) requires a land use element of all city and county general plans, as follows:

(a) A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, agriculture, natural resources, recreation, education, public buildings and grounds, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas.

Circulation Element: Government Code Section 65302 (b) requires a circulation element of all city and county general plans, as follows:

(b) A circulation element consisting of the general location and extend of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan.

Specific planning policies and issues are discussed fully in previous sections and will not be repeated here.

C. Project Location and Boundaries

The project concerns the City of Visalia, which lies in the center of the valley portion of Tulare County (see regional map). The city center lies just east of State Highway 99 along State Highway 198, approximately 50 miles southeast of Fresno.

The planning period is 20 years. This time frame establishes the project planning boundaries as those of the Urban Improvement Area of Visalia. The Urban Improvement Boundaries are shown on Map No. 1. The boundaries of the Urban Improvement Area establish the spatial limits around Visalia within which it is the policy of the City of Visalia and Tulare County to ensure development to full urban or suburban standards. Such areas are generally assumed to be those that will be subject to urbanization within a 20-year period.

The Urban Improvement Boundary delineates a specific area that identifies projected growth and development activities (annexations, rezonings, subdivisions) for a 20-year time frame. Such growth and development activities are to occur within the context of physical constrictions identified in the Visalia General Plan and in the Tulare County Urban Boundaries Element. The Urban Improvement Boundary for Visalia, which defines the 20-year planning period for its General Plan, includes unincorporated (unannexed) areas around the city where the city and county will coordinate plans, policies and standards relating to building construction, parcel mapping, subdivision development, land use and zoning regulations, road construction, public utility systems and other closely related matters affecting the orderly development of urban fringe areas.

III. DESCRIPTION OF ENVIRONMENTAL SETTING

A. Regional Setting

The City of Visalia lies in the center of the valley portion of Tulare County (see regional map), with the city center just east of the intersection of State Highways 99 and 198.

Visalia is nearly level and, for the most part, is located within a closed basin since most of the rivers and streams have their ultimate destination at Tulare Lake.

B. Land Use

Existing land uses within the present city limits and the Urban Improvement Boundary are shown in Tables 1 and 2. The tables show the number of acres presently (1975) in various urban and non-urban (agriculture and vacant) uses. In 1975, the total number of acres devoted to urban uses within the Urban Improvement Boundary was approximately 8000 acres out of a total of about 19,000 acres.

Table 1: LAND USES IN EXISTING INCORPORATED AREA - April 1, 1976

Category	Acres	Percent of Total Area
Residential	2,394.44	21.85%
Commercial	531.53	4.85%
Manufacturing	335.39	3.06%
Public & Quasi	1,540.03	14.05%
Rights-of-Way	1,545.17	14.10%
Agriculture	3,111.60	28.39%
Vacant	1,462.62	13.35%
Total Acreage:	10,920.78	

Source: Visalia City Planning Department

Table 2: LAND USES WITHIN URBAN IMPROVEMENT BOUNDARY

Category	Acres	Percent of Total Area
Residential	3,323.07	17.4%
Commercial	568.57	3.0%
Manufacturing	450.31	2.4%
Public & Quasi	1,641.94	8.6%
Rights-of-Way	2,016.15	10.6%
Agriculture	9,202.03	49.3%
Vacant	1,668.97	8.7%
Total Acreage:	18,871.04	

Source: Visalia City Planning Department



C. Community Facilities

The following discussion centers on the condition of essential community services within the area covered under this plan element. Of particular importance is the condition and capacity of the Visalia water and sewer system and storm drainage. The capacity of existing and projected sewer system extensions was analyzed and used in determining the boundaries. Other essential services were studies which included police protection, solid waste disposal sites, drainage systems, street lighting, parks and recreation, medical services, libraries, and the various public utilities (telephone, electricity, gas, etc.).

D. Hydrologic Conditions

Visalia is located primarily within the Tulare Lake drainage area. The only major stream which supplies water to the Visalia area is the Kaweah River. There are numerous other natural intermittent streams which furnish water to the Visalia area which include the St. John's River, Mill Creek, Packwood Creek and Cameron Creek.

The existing water quality of these surface sources is generally good. Water which flows through these rivers and creeks is used for a variety of activities; however, by far the most important economic use of the water from these sources is for irrigation and storm drainage systems.

All of Visalia's domestic water demand is supplied through groundwater sources. The current condition of the groundwater reservoirs in the Visalia area is good. The Environmental Resources Management Element (page 37) points out that continued overdraft situations may have the effect of reversing the hydrolic gradient (direction of underground flow of water).

The groundwater reservoirs of Visalia are built up primarily by infiltrating water percolating under the soil. This recharge is mainly a seasonal phenomena and is associated with soil types having rapid percolation rates. The Visalia area has good recharge capabilities, however, urban expansion will cause a reduction in the groundwater recharge rate.

The Visalia urban area is currently withdrawing 60,880 acre feet of groundwater annually for domestic and agricultural uses. The domestic use accounts for 25% of the total withdrawal thus Visalia's urban growth could expand to a population of 180,000 without significantly impacting current groundwater supplies.

The Valley portion of Tulare County, including Visalia, is known to have a long history of flooding. The largest and most damaging floods in recent years occurred in 1955, 1966 and 1969. Records also show that great floods occurred in this area in 1862, 1867, 1893, 1937, and 1950.

Studies conducted by the U. S. Army Corps of Engineers identify a condition termed "sheetflow" which is characteristic of most of the Visalia area. Sheetflow is defined as a broad, shallow, overload floodflow varying from a few inches to not more than 2 feet in depth, and which rarely exceeds speeds of greater than 2 cfs. This is not a particularly hazardous condition; thus, it may be said that flooding within the Visalia area is not a significant deterrent to urban growth and development provided that adequate drainage facilities and flood proofing measures are implemented.

E. Atmospheric Conditions

Three distinct climatic zones have been identified in Tulare County with Visalia located within the Valley area. The Valley area is characterized by a "Mediterranean" type climate; the winters are cool and moist and the summers are dry and warm. Approximately 85% of the precipitation occurs during November to April, and the frost-free season usually exceeds nine months. A thermal belt exists in the area which enables the production of frost-sensitive tropical fruits such as citrus, avocados and olives. The thermal belt is typically situated at the base of the foothills where air drainage conditions can be found.

Another noticeable climatic feature of the Valley is the radiation fogs that occur during the winter. Typically these fogs are more severe and persist longer in the lower elevations of the Valley.

Visalia is located near the southern end of the San Joaquin Valley air basin. Because the prevailing winds are from the northwest, the city is in an extremely vulnerable position for the accumulation of adversely modified air. The most recent report prepared by the State Air Resources Board (ARB) confirms this belief. The ARB Report which covered the 1972 air monitor readings, shows that the Tulare-Visalia area exceeded the threshold oxidant safety level (established by the Environmental Protection Agency) more times than any other area in the San Joaquin Valley Air Basin. Furthermore, the Tulare-Visalia area ranked second in particulate readings (Bakersfield was first).

The main source of air pollution in the Valley is the internal combustion engine. The ARB Report found that 82% of the hydrocarbons and 59% of the nitrogenoxides in the Valley are produced by motor vehicles. However, the reason why oxidants reached such high levels in the Tulare-Visalia area is not clear. There are two theories; one is that the pollutants find their source from the Fresno metropolitan area; the other suggests that pollutants are being produced within the local area (Source: Visalia Times Delta article, January 29, 1974).

Regardless of the source, the fact remains that the San Joaquin Valley has the potential of being one of the worst smog areas in the country. This is because the San Joaquin Valley is a closed air basin; because it is subject to periods of prolong inversions; because it has comparatively light wind flow and ample sunlight.

The effects of photo-chemical smog on health and welfare are well known and will not be discussed extensively herein. In general, oxidant levels above .10 parts per million will impair respiration, reduce endurance, and may cause persons with cronic respiratory problems to experience difficulty in breathing. Trees and crops are also affected by air pollution. The decline of the Ponderosa Pine in the San Bernardino Mountains due to air pollution, for example, has been well documented. Other studies show that high levels of pollutants in the atmosphere have a detrimental effect on vineyard and citrus production. Whether such effects have occured locally, however, has yet to be determined, although studies done by the County Agricultural Extension Service seem to give this indication.

F. Geologic and Pedologic Conditions

Because of the ever present hazard of earthquake disasters in California, seismic characteristics within the project area should be considered. No active faults are known within the Tulare County area, although two relatively small faults may be present in south-central Tulare County. Geologic investigations indicate that these faults have not moved for at least 100,000 years and are not considered a significant hazard. The known active faults that pose a hazard to Visalia include the San Andreas Fault, the Owens Valley Fault group, and possibly the White Wolf Fault to the south. Analysis of available data indicates that these fault systems would be the source of strong ground shaking in the area. (Source - First Draft Technical Report Five-County Seismic Safety Element.)

The Seismic Safety Technical Report indicates that Visalia is in the VI Seismic Zone. Strong shaking and ground motion resulting from seismic activity generally is not severe in this zone.

Visalia is situated on broad alluvial fans extending westward from the base of the Sierra Foothills. Soils developed under this condition generally does not have any major problem regarding bearing capacity for buildings. The land is basically flat, and there is little evidence of erosion or mass movement. The Visalia area is characterized by the Group 1 soils, which are poorly to moderately well drained and affected by salts and alkali. These soils have very slow percolation rates and are thus considered to have severe limitations for septic tank filter fields.

The basic industry in Tulare County is agriculture. In 1972 the total value for agricultural production in the County exceeded \$450 million. The great majority of land in agricultural production is situated in the Valley area where soil analysis reveals that more than 95% of the land is arable. Agricultural production is enhanced by the existence of vast amounts of prime agricultural soils (Class I and II land as determined by the Soil Conservation Service). Prime agricultural land consists of those areas that are suitable for sustaining high yields of most climatically adopted crops with minimum costs of development and minimum costs of management due to the absence of any major limitation in land characteristics. These soils occur very rarely in nature and are essentially lost for productive use when they are preempted for urban development.

The Tulare County Urban Boundaries Element points out that "it is a true if unfortunate fact that nearly all of the eight incorporated cities and most of the unincorporated communities are located on these prime soils (approximately 23,000). Therefore the gradual expansion of urban areas invariably results in a loss of vital economic resource in the County."

G. Biotic Conditions

The natural plant community that originally dominated the great central valley was the Valley Grassland. Before the onset of man, the dominant species were perennial bunchgrasses. Now, where grasslands still exist in a semi-natural condition, the perennials have been largely replaced by annual species. The remaining portions of the original grassland has been largely pre-empted for agricultural production. The remnants are limited to areas that have not been provided with irrigation water, or are characterized by difficult topography.

A notable feature of the Valley landscape is the existence of "gallery forests," which line many of the rivers and streams which traverse the Valley. The most outstanding example is found in the Delta region of the Kaweah and St. Johns River east of Visalia. In this area, periodic overflows have discouraged the development of intense agricultural production and, cattle grazing remains the predominant land use. The dominant species in the gallery forest is the Valley Oak.

The Valley area of the County also contains the habitats of several rare and endangered species of animal. The most important endangered species known to range into this area is the California Condor. Another lesser known endangered species that inhabits the valley is the Blunt-nosed Leopard Lizard. The Visalia urban area is specifically located within the habitat area of the following endangered, rare and special concern animals:

- Giant Garter Snake
- San Joaquin Kit Fox
- Blunt Nosed Leopard Lizard

H. Sonic Conditions

Very little research has been attempted within the valley area to determine the existing level of noise in both urban and rural areas. Thus, this discussion will be largely drawn from the studies made in other parts of the country.

Noise may be defined as any sound that is undesired by the recipient; hence, noise is subjective and based upon personal evaluation. The varied activities of urban life inevitably seem to produce noise. The final report of the Committee on Environmental Quality (U.S. Federal Council for Science and Technology) concluded that the noise problem in our environment is increasing: "The problem is broad in scope; it affects almost every facet of daily living and not only affects the health and well being of our citizens but also has broad socio-economic implications."

In Tulare County urban concentrations of various activities have not reached the same level of intensities as have been identified in major cities. Since noise is said to be largely a function of urban concentrations, it follows that noise levels generated in the County's principle communities have not generally reached levels that could endanger health, safety and well being. The only known studies of noise levels in the County (studies of aircraft noise generated from the County's principle airports and vehicle noise along State highways) support these conclusions.

Major sources of noise in Visalia are aircraft taking off and landing at the Visalia Municipal Airport and at Green Acres Airport and traffic noise on State Highway 99 and 198. The proposed general plan and the previously approved urban boundaries element prevent any urban development from occurring within the projected 1990 95 C.N.R. contour of the airport. The noise impact of this proposal is then mitigated by the land use pattern which is proposed. Highway 99 is heavily used by trucks; along with Interstate 5, it is the state's major north-south thoroughfare. Highway 99 noise does not affect major residential areas. Within a major portion of Visalia, Highway 198 is below grade and noise from its smaller traffic volume is reduced. Where Highway 198 is not below grade, residential areas are sufficiently set back to effectively mitigate any negative impacts.

I. Demographic Conditions

The 1970 Census reported that the County contained a total of 188,322 people. This represented an 11.8% increase in population from the 1960 Census. Over 140,000 people resided in the County's viable urban areas in 1970, 84% of which are situated in city urban areas such as Visalia.

Visalia's 1970 census population figure was 27,268 which accounted for 15% of the total county population. By 1975 Visalia's population had increased to 34,750 with an urban area population of nearly 43,000. The growth rate for Visalia has been steady at an average annual rate of 5%.

J. Transportation and Circulation

The major highways serving Visalia are State Highways 99 (north-south) and 198 (east-west), which intersect near the western boundary of the city. Highway 198 is the only limited access roadway passing through the city. At the point of intersection 99 and 198 is located the Visalia Municipal Airport, which is served by both scheduled airlines and general aviation. The main line of the Southern Pacific Railroad also passes through the intersection area. Only freight service is provided on this railroad line; Amtrak provides passenger service over the Union Pacific tracks, which pass through Hanford about 15 miles west of Visalia. Visalia is also served by Greyhound and Continental Trailways busses.

Internal circulation in Visalia is entirely by private automobile, although taxi service is available.

IV. ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION

This section considers primarily the long-range, cumulative secondary impacts that may be expected to result from the adoption of the Land Use and Circulation Elements for the Visalia General Plan. The identification and discussion will of necessity be general and essentially qualitative.

Emphasis is placed on impacts connected with the direction of growth and with the types and amounts of land use activities envisioned by the Land Use and Circulation Elements. No attempt is made to determine impacts of overall population growth because the planning elements do not address this issue nor attempt to control the magnitude of growth. Closely related to the land use proposals is the policy of containment of urban development and growth within the Urban Improvement Boundaries during the planning period. It is difficult, therefore, to separate impacts of proposals in the Land Use and Circulation Elements from impacts the containment policies enunciated in the Urban Boundaries Element of the Visalia General Plan. A more detailed discussion of impacts resulting directly from the Urban Boundaries policies will be found in the Environmental Impact Report for that Element.

A. Land Use

A variety of land use impacts are involved. In general, these impacts result from (1) the allocation or commitment of areas to specific kinds of uses, including the pre-emption of existing agricultural lands and (2) changes in population distribution resulting confinement of urban development within the planning area during the 20-year planning time-frame.

Other than the effect on agricultural land uses due to permitted urban development, other land use impacts are discussed under more specific headings.

B. Effect on Agricultural Land Uses

Table No. 3 shows present land uses in Visalia within the city limits, in terms of both percentage of total acreage and actual acreage. Also shown are the acreages and percentages in various land uses when vacant and agricultural land within the incorporated area is apportioned among land uses according to current zoning. Similarly, Table No. 4 shows present and committed uses within the Urban Improvement Boundaries, which is the 20-year planning area for the Land Use Element. Finally, Table No. 5 shows the land uses in the Urban Improvement Area as proposed within the Land Use Element.

Table 3: PRESENT AND COMMITTED LAND USES WITHIN CITY LIMITS

Category	Present		Total Committed	
	Acres	%	Acres	%
Residential	2,394	21.9	5,051	46.2
Commercial	532	4.8	796	7.2
Manufacturing	335	3.0	1,620	14.8
Public & Quasi	1,540	14.1	1,540*	14.1
Rights-of-Way	1,545	14.1	1,540*	14.1
Agricultural	3,112	28.5	370	3.3
Vacant	1,463	13.4	0	0
Total 10,921 Acres				

* Future public and rights-of-way have been included within the residential category

Source: Visalia City Planning Department

Table 4: PRESENT AND COMMITTED LAND USES WITHIN URBAN IMPROVEMENT BOUNDARIES

Category	Present		Total Committed	
	Acres	%	Acres	%
Residential	3,323	17.6	10,211	54.1
Commercial	569	3.0	857	4.5
Manufacturing	450	2.3	2,952	15.5
Public & Quasi	1,642	8.7	1,774	9.4
Rights-of-Way	2,016	10.6	2,016	10.6
Agricultural	9,202	48.7	370	1.9
Vacant	1,669	8.8	711	3.7
Total Acreage: 18,871				

Source: Visalia City Planning Department

Table 5: PROPOSED LAND USES IN THE URBAN IMPROVEMENT AREA

<u>Category</u>	<u>Acres</u>	<u>Percent</u>
Residential	10,379	55
Commercial	1,321	7
Manufacturing	2,453	13
Public & Quasi	1,321	7
Rights-of-Way	(included in other categories)	
Agricultural	3,396	18
Vacant		0

Right-of-way areas were not measured. Presumably they would occupy somewhat more than 11% of the land area because of increased widths.

Comparison of Table No. 3 and Table No. 4 indicates that, under land use proposals of the Land Use Element, the percentage of agricultural land in the planning area would be approximately 18% as against the 2% committed to agriculture under current zoning. Within the limits of error imposed by including rights-of-way areas in other categories, the residential commitment remains about constant, the commercial area increases by a couple percent, and the manufacturing and public and quasi areas decrease slightly. Thus, growth policies within the Urban Improvement Boundaries in the next twenty years will lead to a rather large increase in the amount of land devoted to agriculture compared to the area that would have been retained under current zoning commitments. In this respect, the proposed Plan preserves agricultural land within the planning area. Much of this agricultural land, which may be placed in the city-sponsored Agricultural Preserves Program, is proposed to serve as part of airport environmental protective zones under aircraft takeoff and landing corridors.

However, retention of substantial agricultural land uses in close proximity to residential and other urban uses may be incompatible. Conflicts with more intensive uses may arise from noise, dust, smoke, odors or noxious chemicals (fertilizers, Pesticides). The proposal to use rural residential land uses as a buffer between normal residential density areas and agricultural land should reduce the conflict.

C. Circulation and Transportation

In the absence of some kind of public transit system, normal population growth and expansion of the urban area will result in increased traffic volume and congestion on existing streets and highways. Presently, State Highway 198 is the only east-west highway meeting proposed qualifications for major arterial status (110' right-of-way) through Visalia. Highway 198 has much reserve capacity, but it cannot be expected to bear the brunt of increased intracity traffic volume during the planning period. Similarly, except on State Highway 99, which serves very little of the planning area, north-south movement is difficult. Mooney Blvd., a major north-south street, is already congested and may become more so with a fill-in in development along it's frontage.

Encouragement of residential development to the northeast and southeast portion of Visalia, along with proposed commercial growth along 198 at Ben Maddox and Lovers Lane, will relieve some of the congestion within the south-western sector and allow for better

inter community traffic flow. It is also anticipated that driving and widening of new arterial streets within the eastern portion of Visalia, will have a beneficial impact upon the entire traffic pattern.

A major manufacturing-commercial area is proposed for the north-west section of the city. This area is a major transportation hub served by the municipal airport, a railroad and two major highways. Service to this area will be excellent and most heavy transportation need not go through the city center to reach its manufacturing or commercial destination.

Proposed mitigation measures for adverse impacts discussed above are listed in section VI, mitigation measures.

D. Economic Impacts

1. Community Fiscal Balance - Proposed allocations of land uses can have important consequences for the revenue program of the City because certain uses bring in more revenue than they cost in operating and capital expenditures. In Visalia, land use cost benefit analysis (see economic chapter) shows that the revenue to cost ratio is highest for commercial uses, followed by manufacturing and residential uses. Put another way, commercial development "pays its way" more than the other kinds of development. Thus, the maintenance of a viable municipal economy depends on the proper mixture of land uses.

Visalia has been fortunate in having derived a major portion of its revenue from commercial uses within the city. If this condition were changed by the proposals of the Land Use Element, adverse economic impacts could result. However, the percentage of land uses proposed to be devoted to commercial uses under the Land Use Element is about the same, or somewhat higher, than at present. No adverse impact from this source is expected.

2. Land Values - Land values may change because of land use designations proposed in the Land Use Element or because of changes in accessibility proposed in the Circulation Element.

Where existing zoning is identical to proposed zoning little change in value is to be expected. But where land currently zoned, or otherwise considered to be committed, for intensive uses is proposed for agricultural or low-density residential use, land values may decrease. Conversely, the value of land proposed for more intensive uses may rise.

The early designation of future land uses by the Land Use Element should serve to temper future land speculation activities and relieve some of the tax burden resulting from such activities on agricultural lands.

3. Public Services and Facilities - The requirement that new urban development be contiguous to existing urban development and facilities will result in more economical provision of public services and utilities to new development. So also will the policy to discourage elongated development.

E. Hydrology

Directed growth of urban uses can result in higher population densities or water demands in certain areas. Localized increases in water demand may contribute further to the overdraft condition that currently exists in most of the groundwater reservoirs of the city. On the other hand, information indicates that, per acre, urban activities use about the same amount of water as agricultural activities. So a further aggravation of the overdraft condition should result only when urban uses pre-empt vacant land. There are about 1,700 acres of vacant land in the planning area slated for urban development in 20 years.

Expansion of the urban area results in an increase in the area of impermeable surfaces, which cause increased runoff and inhibit groundwater recharge in comparison to vacant land. Assuming that all vacant land would disappear at the same rate under existing and proposed land use zoning, there would be no difference in recharge impact. But, as pointed out earlier, much more land would be retained in agricultural uses under the proposed land use plan than under existing zoning. The recharge capability of agricultural lands is less than that of urban areas because of transpiration. Under the proposed plan then groundwater recharge would be less.

Another factor tending to decrease groundwater recharge capabilities is the elimination of septic systems as urban services are extended outward. For instance, it is the policy to expand urban services toward the northeast sector, where there are a large number of residential septic systems that would be eliminated. Wastewater would no longer percolate down to recharge groundwaters but would instead be discharged after treatment at the western edge of the city. Discharged effluent would recharge groundwater reservoirs in the western area but would not affect the groundwater supply in the northeast sector unless a perched water table were formed sufficient to reverse the normal southwesterly subsurface flow.

Because it is the policy of the Land Use and Urban Boundaries Elements to confine high density urban developments within an area where they can be served by city water and sewer service; the potential for contamination of the groundwater reservoirs of the city by domestic and industrial wastes will be minimized.

F. Atmospheric Impacts

There are a number of atmospheric and climatological impacts that could result from the normal population growth and urban expansion of Visalia. Only a few of these impacts are in any way peculiar to the proposals of the Land Use and Circulation Elements and only those impacts will be treated here.

Although considerable agricultural and vacant land will be lost by urban expansion, less agricultural land will be lost under the proposed land use allocations than under current zoning commitments. The presence of agricultural activities within the Urban Improvement Boundaries, as well as without, can produce dust, smoke odors and other air contaminants that could affect the health and visibility of nearby residents. Irrigation of agricultural lands will also tend to increase humidity levels in the summer.

A number of the proposals in the Land Use and Circulation Elements would contribute to a decrease in vehicle emissions per capita. Among these are the development of retail commercial areas close to existing and proposed residential areas; major and minor arterials to reduce travel time and traffic congestion; bike lanes and mass transit facilities; parks and schools within walking distance of any residential area.

G. Visual and Aesthetic Impacts

The land use proposals generally recommend increased master-planning of future urban development with greater emphasis on landscaping and site design. As a result of the proposal for increased urban amenities the visual and aesthetic impacts will be positive.

H. Noise

Noise levels will increase where residential areas are located along major and minor arterials, where populated areas lie along air traffic patterns and where noise or vibration from manufacturing areas or transportation routes affects other land use activities.

I. Flooding

The existence of flood prone areas within the proposed urban boundaries is well documented (U.S. Army Corps of Engineers Floodplain Information Studies and Flood Prone Area Maps). Thus, one of the effects of the Land Use Element will be to encourage urban growth and development within an area which is subject to sheetflow flooding.

J. Social Impacts

The primary goal of the General Plan update is to preserve the quality of life which currently exists within Visalia. The residential density recommendations are directed to preserve a medium density community with a variety of housing opportunities for all income groups. The residential growth policies are developed to assure that an artificial housing inflation rate does not occur. In summation, the social impacts of an updated General Plan will be positive.

V. ADVERSE ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED

Many of the adverse impacts that could be listed here are, in reality, consequences of normal population growth and urbanization. Such effects are habitat destruction, increase in noise and air pollution and other impacts. The Land Use and Circulation Elements do not seek to control the magnitude of population growth, at least within the 20-year planning period, therefore, a discussion of impacts caused by growth is not appropriate here. Other adverse impacts, such as crowding or loss of small town atmosphere, could be said to stem directly from the contained growth philosophy of the Urban Boundaries policies. Although the confinement concept is reflected in the planning area covered by the proposed Elements, such adverse impacts do not result directly from the Elements. Adverse effects resulting from the proposals of the Urban Boundaries Element are discussed more fully in the impact report for that Element, although some are mentioned briefly in Section IV of the present report.

The potential adverse effects that appear to be more directly associated with the proposals of the Land Use and Circulation Elements are enumerated below:

1. Loss of agricultural land within the planning area.
2. Loss of open space and informal recreational areas.
3. Loss of some existing low-density rural residential areas.
4. Loss of groundwater supplies for agricultural use.
5. Tax inequities on lands restricted to agricultural uses.
6. Congestion on existing streets.
7. Decrease in groundwater recharge capability.
8. Urbanization will probably result in destruction of the few native habitats which remain in those areas.
9. Under current levels of technology, it is improbable that the increase in noise levels associated with population growth can be avoided.

VI. MITIGATION MEASURES

Loss of agricultural land within the planning area during the planning period is mitigated to some extent by the land use allocations of the Land Use Element. About ten times as much agricultural land is preserved under the Plan than would be preserved under existing zoning commitments. The amount of agricultural land preserved is about 40% of that now existing and about 30% of the present total of agricultural and vacant land.

To protect lands designated for agricultural uses from inordinate taxation, the City has proposed the formation of Agricultural Preserves Program on a ten year contract. For those agricultural lands that are located in the County but within the city's Urban Improvement Area or its Urban Area Boundaries, property owners should be encouraged to enter into agricultural preserve agreements with the City "protesting" to assure that once the property does have an ability to develop, the contract can be canceled. The City is recommending that the state amend its legislation to drop the one mile protest (there are some areas that have no urban potential located within a mile of existing city limits) and substitute the provision for the right of cities to protest the formation of agricultural preserves within the 20-year Urban Improvement Area only. Such an arrangement would prevent premature closing of agricultural enterprises because of inordinate property taxes.

Investment losses on agricultural land that had been assumed by the owner to have potential for more intensive use probably cannot be recovered. This is especially true where the land is currently zoned for agricultural use; the city or county is not legally committed to reimburse owners for their lowered expectations. Even where the value of land has dropped because of rezoning actions, the California Supreme Court has ruled recently (*HFH Ltd. vs. City of Cerritos*) that the owner is not entitled to the difference in value between the two uses.

Much open space will inevitably be lost as urban development gradually expands into the planning area. Besides being used for informal recreational purposes, these lands provide greenery and pleasing views. The City has general goals to provide park and recreational land throughout the city to meet the needs of the present and future population of Visalia. These goals are described in the Amendment to the Conservation, Recreation and Open Space Element of the Visalia General Plan. In general, parks and other recreational facilities will be created within each community neighborhood as the need arise. Most of the sites will be acquired in conjunction with school development both inside and outside of city limits. In addition, dedication of land for park and recreation use is provided for by the Quimby Act (Section 11546 of the Business and Professions Code).

Other losses of open space and recreational sites will be mitigated by establishing scenic resource areas spanning Highway 198 to the east and west of the city center, by preserving agricultural lands outside of the Urban Improvement Boundaries during the 20-year planning period, by discouraging the decimation of open land by leapfrog development and by improving the accessibility of recreational sites with improved arterial roadways.

Increased traffic congestion resulting from population expansion and dispersion, particularly to the northeast sector, will be mitigated by the proposed establishment of a network of major and minor arterials. Increased congestion of Mooney Blvd. will probably result from its proposed commercial expansion. But policies directing growth away from the southern sector on Mooney will ease this congestion, as will the proposal to eliminate parking on Mooney.

The proximity of commercial and recreational areas to residential areas will mitigate traffic congestion by encouraging walking. The proposal for bicycle lanes on collector street will, to a small extent, decrease automobile traffic. The neighborhood commercial policy to locate essential needs (i.e. groceries, cleaners, etc.) within neighborhoods will aid in relieving traffic congestion within the regional commercial areas.

Undesirable land use relationship that may arise will be mitigated by appropriate management and location policies. Agricultural uses will be adjacent to low-density rural residential uses or to other compatible uses. Residential areas will be buffered from intensive commercial and manufacturing uses by screenings, planted areas or other measures.

VII. ALTERNATIVES TO THE PROPOSED ACTION

Alternatives to the proposed Land Use and Circulation Elements can be divided into three categories; no project, projects with altered planning area boundaries (and different planning periods) and projects with different growth management (level or direction) policies.

The "no project" alternative would amount to the retention of the 1963 Land Use and Circulation Element. This element does not embrace the growth management and urban development policies of the recently adopted Urban Boundaries Element. The Urban Boundaries Element is to serve as the basis for updating of other General Plan Elements; the 1963 Element, therefore, should be brought into accord with urban boundaries policies.

Alternatives based on smaller planning areas and shorter planning periods, such as the city's Ten Year Annexation and Development Area, are useful for other purposes, but they are considered too short-range to be realistic for land use planning. Conversely, land use projections based on larger planning areas, such as that enclosed by the Urban

Area Boundary, or planning times longer than the more conventional 20 to 25 year planning periods, may be unreliable and admit of less flexibility. Planning areas that might be based on other boundary lines, such as the Metropolitan Boundary Lines (match lines between County and City street naming and house numbering systems) generally have no functional relationship to projected urban development.

The elements are based essentially on the accommodation of normal projected population growth, although this growth is directed by the location of planning area boundaries and by the location and space allocation for different land uses. Other growth management alternatives that might have restricted or encouraged overall growth levels, if not directions, can be considered. A strict no-growth policy is not believed to be realistic or enforceable under present circumstances. A policy of encouraging unlimited growth is not in accord with public sentiment in Visalia. Other methods of limiting growth are often used to preserve certain amenities or to minimize expenditures for public services. Thus, it may sometimes be argued that very large lots preserve greenery and preserve an open, uncongested atmosphere. Or development and growth is limited to that which "pays its own way." Such methods of limiting growth are not entertained in the proposed Land Use Element, but it is obvious that a controlled growth policy that meets many of the ostensible objectives of limited growth policies is present. The confinement of urban development to the Urban Improvement Area, and the restriction of such development to that which is contiguous to existing urban development, preserves open space (although outside the urban area) and reduces public expenditures for extension of services and facilities.

VIII. RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

The proposed planning elements seek to direction and type of urban development within the Urban Improvement Area of Visalia. They do not attempt to control the magnitude of future population growth other than by the assumption that the 20-year projection upon which the Urban Improvement Boundary is based corresponds to a continuation of past growth rates at existing urban densities.

Inasmuch as they allow, but do not cause, normal urban expansion it might be said that the proposed elements are associated with undeniable cumulative and long-term adverse effects on the environment. Nevertheless, a major consideration of the proposals under consideration is to mitigate as many of these inevitable impacts as possible, consistent with maintaining public health, safety, economy and general amenities of urban life. In particular, the Land Use Element carries out the policy of the Urban Boundaries Element to mitigate the impact of urban expansion on prime agricultural land and on the expense of provision of public services and facilities.

Over ten years have passed since the adoption of the 1963 Land Use and Circulation Elements. These elements do not implement the urban development policies contained in the recently adopted Urban Boundaries Element so that they are seriously out of date. Current city policies require that planning in the Land Use and Circulation Elements now be developed within a specifically delineated area corresponding to a 20-year growth projection (Urban Improvement Area) as defined in the Urban Boundaries Element.

IX. IRREVERSIBLE ENVIRONMENTAL CHANGES THAT WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT BE IMPLEMENTED

Over the planning period, the proposed Land Use and Circulation Elements will permanently commit large areas of agricultural and vacant lands to urban uses with its attendant adverse impacts on the environment. Although the Elements and their policies may be amended from time to time as permitted by law, it is unlikely that any substantial lessening of irreversible environmental changes will occur unless limited growth policies are instituted early in the planning period.

Although it is obvious that some environmental loss will be incurred as a result of this plan, it is felt that the benefits to be derived are far greater, especially in the long-term. The benefits manifest themselves in the preservation of the agricultural and open space resources of the City. It is felt that these far exceed the costs to the environment that have been identified in this report (although it is important to caution that actual costs are impossible to determine).

X. GROWTH-INDUCING IMPACT

The proposals considered here have little or no growth-inducing impact. It is likely, however, that urban growth and development may be somewhat higher and more concentrated in the planning area because of the restriction on low-density residential uses on agricultural lands outside of the urban area. This restriction is a consequence of City and County Urban Boundaries policies.

Some direct growth-inducing effects may result from the choice of Visalia by certain industrial or commercial enterprises attracted by planned industrial development concepts and the like. Similarly, some residents may be attracted to the city because of certain attractive municipal characteristics or efficiencies generated by policies in the proposed elements. It is impossible to estimate these effects.

XI. COORDINATION

This environmental impact report was prepared by the City of Visalia Planning Department through cooperation with the County of Tulare.

XII. FINAL STATEMENT

Further statements from public and private agencies that have been and/or will be notified are to be attached upon the completion of this report. These statements, verbatim, will reflect the opinions of persons and agencies contacted in reference to this document. Response to significant environmental points raised in the review and consultation process will be addressed in the form of an attachment to the FINAL Environmental Impact Report.

LAND USE AND CIRCULATION ELEMENTS

COMMENTS AND REPLIES TO ENVIRONMENTAL IMPACT REPORT

The Pacific Telephone and Telegraph Company: Adherence to the Visalia General Plan and the E.I.R. will aid in the orderly provision of telephone service to the developments within the urban improvement boundaries.

Department of Transportation, State of California: No Comment.

Southern California Edison Company: No comments

California Water Service Company: Would like to see some recognition in the Environmental Impact Report of the continued dependence of the Visalia community on the excellent ground water management program of the Kaweah Delta Water Conservation District. The urban community of Visalia is a relatively small area of the Conservation District. However, the program of the Conservation District in transporting water resources of the Kaweah River through the Visalia community to the agricultural districts westward is the greatest assurance of the continued health of the Visalia ground supply.

The minor decline in ground water levels observed in Visalia, in our opinion, reflects the continued growth of Visalia and the continuous extraction required for a municipal supply represents only a small fraction of the water transported westward so that we do not believe it follows that the observed phenomena is symptomatic of a reversal of the hydraulic gradient.

California Regional Water Quality Control Board-Central Valley Region:

Comment: "The board believes that sewage collection, treatment and disposal facilities should have been included in the Land Use and Circulation Elements of the Visalia City General Plan."

Reply: The sewage collection, treatment and disposal facilities have been included in the Land Use and Circulation Elements of the Visalia City General Plan under the "Community Facilities" Section.

Specific analysis of the ability of community facilities to provide adequate services to the 10-20 year areas as identified in the plan, cannot be specifically determined until precise development proposals are submitted. The general abilities of existing and proposed community facility system, however, was taken into consideration in the formulation of the 10-20 year boundaries. It was found that existing and proposed facilities could serve a standard density of development within the 10-20 year boundary as proposed.

Comment: In addition, we find that there is an inaccurate statement regarding the soil conditions in the Visalia area. Under Item F, Geologic and Pedologic Conditions, the report indicates that all of the soils in the Visalia area have very slow percolation rates and are thus considered to have severe limitations

for septic tank filter fields. In view of the fact that most of these soils are recent alluvial soils having loam surface textures with few subsurface obstructions, we conclude that this statement is in error.

Reply: The statement should be corrected that the Visalia area is characterized by the Group I soils, which have slight to moderate percolation rates and slight to moderate limitations for septic tank systems.

Tulare County Planning Department:

Comment: Under III-D, paragraph 5 -- should a population of 180,000 be reached by Visalia, the water overdraft could be greater than the water recharge rate, which would create a significant impact on water availability.

Reply: At the present time, the Visalia urban area is withdrawing 60,880 acre feet of groundwater annually for domestic and agricultural uses. However, the domestic use only accounts for 25% or 15,220 acre feet of groundwater of the total withdrawal. It is correct that the water overdraft could be greater than the water recharge rate should a population of 180,000 be reached in Visalia. However, the impact on water availability may not be that significant since Visalia has been, and will continue to be dependent on the excellent ground water management program of the Kaweah Delta Water Conservation District. The General Plan provides for a total population of 107,000, therefore, ground water withdrawals would not be increased as a result of this plan.

Comment: Under III-F, paragraph 5 - 23,000 what?

Reply: It should be stated "approximately 23,000 acres of prime agricultural land."

Comment: Section IV-D, paragraph 2 -- although the increased commercial land is an increase of only 2.5 percent over the present committed land use, this may present an economic impact to property owners who suddenly find their property adjacent to commercially zoned property.

Also, due to property being assessed for its potential use rather than its actual use, a decrease in property values is a rather remote likelihood.

Reply: It is extremely difficult to discuss the above issue until such time as the proposed plan has been formally adopted. The California Revenue and Taxation Code provides adequate guidelines for the assessor in his valuation process on the land. And it also provides protection to the property owner from an assessment of his land when certain uses which are not legally available to him.

Therefore, a property owner who suddenly finds his property adjacent to commercially zoned property, may not have his assessments impacted at all. According to the County Assessor, the assessment of those affected areas should not have any real bearing upon the planning process because planning

and assessment are two separate functions of government.

The Reclamation Board, State of California;

Comment: Add to Section III-D the specific impacts within the City of the three most recent floods.

Reply: The three most recent floods and their impact are:

- (1) December 1955 Flood - (flow: 87,000 cfs) - This flood is not the largest on record but was by far the most damaging, up to that time, since the Terminus and Success Flood Control Dams did not, as yet, exist. The flood resulted from an extremely intense storm that deposited large amounts of precipitation (up to 9" in a 24 hour period) within a narrow band across the Sierra watershed. Twenty inches of melted snow added to this rainfall creating intense runoff within a short period of time. Local flooding caused by large amounts of debris blocking the normal floodway was the principle cause of damage. In response to the critical need demonstrated by this flood, the Corps of Engineers constructed flood control dams on the Kaweah and the Tule Rivers. Terminus Dam was completed in 1958.

The following Table indicates the magnitude of Flood damages experienced in the December 1955 flood:

TULARE COUNTY DAMAGE COSTS - 1955 FLOOD

Cost estimate	December 1955
Homes (urban)	\$ 3,990,000
Agricultural	20,000,000
County road & bridges	1,648,567
State Highways	445,065
City streets	51,515
Total	<u>\$26,135,147</u>

Source: Tulare County Road Department

During the Fall of 1975, the City of Visalia solicited from city residents, eye-witness reports of specific areas flooded as a result of the December 1955 flood. Maps made from this study show that most of central and southern Visalia was flooded. In addition, the flood completely shattered the whole waterway system, leaving behind washed out bridges, broken levees, debris-clogged channels and by-passed diversion wiers. New storm systems with greater capacities were installed following the flood.

- (2) December 1966 Flood: (Flow: 15,600 cfs) This flood was the result of the largest rainfall on record within the Kaweah and Tule River drainage basins. Optimum flood conditions were created by several days of moderately heavy, precipitation (25" in five days). This was followed by an intense rainfall centering in the upper portions of the drainage basins thus creating the highest flood volume on record. Although damage below the flood control dams was minimal, there was considerable damage in the Three Rivers and Springville areas which essentially have no flood protection due to a lack of upstream flood control devices.
- (3) January-March 1969 Flood: (Flow: 6,800 cfs) The flooding that occurred on the east side of the San Joaquin Valley during the period of January 17 to March 5, 1969, in general, occurred along small intermittent streams not protected by flood control facilities. The existing flood control reservoirs on the Kaweah and Tule Rivers again were decisive in preventing wide spread inundation of urbanized areas within the Valley.

Most of the damage which occurred in the 1969 series of floods was accrued to agricultural crop loss, land damage, livestock killed, etc. There were no claims for flood damage in Visalia.

Since the completion of Terminus Dam, Visalia has been relatively free of flood problems and this fact has been attested to. In a document entitled, Report on Floods Central Valley of California 1968-69 Flood Season by the Department of the Army, Sacramento, Corps of Engineers we find the following statement: "Flood control operation of Terminus Reservoir prevented damages in downstream rural and urban centers." In the 1966-67 document of the same title we read, "Operation of Terminus Reservoir on Kaweah River prevented extensive flooding in Visalia and other valley floor communities and protected thousands of acres of crop and orchard land in the Kaweah River delta and Tulare lake bed." Furthermore, a letter dated March 30, 1976 from the Visalia Public Works Director to consulting engineers for H.U.D. states, "There was in fact no flooding at all in the City of Visalia," during the 1969 flood. Exactly the same statement was made concerning the 1966 flood.

Comment: Add to Section IV-1 language about the Reclamation Board Designated floodway program as a tool to control development within or adjacent to streams subject to flooding.

Reply: In 1969 the California Reclamation Board adopted rules and regulations for designated floodways. The intent of this program is to regulate the floodway required for flood control releases downstream from existing flood control works. (Note: This program does not supersede local zoning powers!) This program complies with the Federal Government requirement that local interests must maintain the design release capacity of streams protected by flood control projects.

At their meeting of December 19, 1969, the Reclamation Board added the lower reaches of the Kings River to this program and preliminary studies have recently been initiated. The Kaweah River, Tule River and their tributaries downstream from the dams also qualify for this program.

The designated floodways are mapped on aerial photos which are furnished to local authorities for their use. These maps will assist local government in locating and subsequently monitoring development within the flood plain. It will also enable the Reclamation Board to utilize its power in controlling encroachments within the floodway.

The regulations related to this program are limited only to the primary floodway channel. Regulation of secondary or ancillary flooding areas are the responsibility of local government. Therefore, in order to be fully effective, the designated floodway program must be related to and closely coordinated with the County's flood plain regulation ordinance. (Source: Tulare County Flood Plain Management Study)

The County's Flood Plain Regulations, in order to comply with the Cobey-Alquist Act, must recognize the following minimum State criteria:

- (1) "Designated Floodway" is defined as: The channel of a stream and that portion of the adjoining flood plain required to reasonably provide for the construction of a project for passage of the design flood including the lands necessary for construction of project levees. Any construction of structures in the designated floodway must be prohibited unless they are of a nature which may not endanger life or significantly reduce the carrying capacity of the Floodway. However, the law provides that public utilities such as electric, gas or communication lines may be located in the designated floodway provided all other local regulations are complied with.
- (2) "Restrictive Zone" is defined as: The portion of the natural floodway between the limits of the designated floodway and the limits of the flood plain where inundation may occur but where depths and velocities are generally low. In the restricted zone, all development shall comply with the policies of the Board of Supervisors. Such policies shall give full consideration to both the protection of human life, and the carrying capacity of the flood plain.

The State, in the above criteria, prescribes a minimum of two flood zones for inclusion in local flood plain zoning ordinances. Past experience, however, suggests that a tertiary area may also be desirable:

Ancillary Area is defined as: Those areas which may be subject to inundation due to rising watertables, backing up of streams and expanded rainfall pools. The boundaries of ancillary areas are difficult to determine, since they vary considerably from year to year. Justification of flood plain regulation of these areas may, therefore, be difficult. However, any development policy should give due consideration the fact that these areas do exist and may, at times be subject to flood damage.

The Reclamation Board, State of California:

therefore, be difficult. However, any development policy should give due consideration to the fact that these areas do exist and may, at times, be subject to flood damage.

Comment: The impact on the land use element of a designated floodway along Mill Creek should be discussed.

Reply: The "Special Flood Hazard Boundary" is an area 100 feet along either side of Mill Creek which runs in a meandering pattern from west to east across Visalia. Certain portions of Mill Creek are contingent to Mineral King Ave., and other portions are 1500 feet north of Mineral King Avenue. Therefore, making the 100 feet on either side of Mill Creek and designated that area as "Special Flood Hazard Boundary" would create a significant economic impact to that area, because there are many existing structures lying within this area. However, on the other hand, all future developments to be developed within the "Special Flood Hazard Boundary" should be consistent with the policies and guidelines now being proposed by HUD.

DEPARTMENT OF TRANSPORTATION

P.O. BOX 1352, FRESNO 93715 (209)488-4166



July 28, 1976

Mr. Greg Dowds
Visalia Planning Director
707 West Acequia St.
Visalia, CA. 93277

Dear Mr. Dowds:

This letter replies to your letter of July 9, 1976, forwarding for our comments a copy of the Draft Land Use and Circulation Elements of the City of Visalia General Plan.

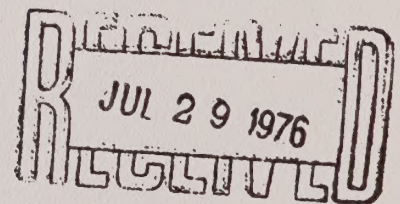
Upon review of the project's effect on transportation, we find we have no comment to offer.

Yours very truly,

R. H. RAMEY, District
Director of Transportation

By *R.L. Binger*
R. L. Binger
District Planning
& Programs Engineer

BT:jc
cc:JDH





Planning Department

Rooms 103-107 • County Civic Center • Visalia • California • 93277
Telephone (209) 733-6254

April 12, 1976

Greg Dowds, Planning Director
City Hall
707 W. Acequia
Visalia, CA 93277

Dear Mr. Dowds:

Reference is made to the Draft Environmental Impact Report (EIR) for Land Use and Circulation Elements of the City of Visalia's General Plan.

The following comments are submitted on the EIR:

1. Section III, Description of Environmental Setting.

This section is quite lengthy and comprises almost one-half of the documentation.

Under III D, paragraph 4 -- the word "under" in the first sentence should read "through".

Under III D, paragraph 5 -- should a population of 180,000 be reached by Visalia, the water overdraft could be greater than the water recharge rate, which would create a significant impact on water availability.

Under III F, paragraph 3 -- the last sentence should read that the soils have slight to moderate percolation rates and slight to moderate limitations for septic tank systems.

Under III F, paragraph 5 -- "(approximately 23,000 'what?')"

2. Section IV, Environmental Impact of the Proposed Action.

At least as much, or more, space could be devoted to "impacts" as to "setting". Each item mentioned in the Environmental Setting should be addressed, in some way, under Environmental Impacts.

Section IV B, paragraph 2 -- the reference to Tables No. 3 and 4 is confusing, since the table data does not verify or match up with the statement made in the paragraph.

Greg Dowds
April 12, 1976
page 2

There needs to be an explanation of "Total Committed" as a footnote to Tables 3 and 4.

Section IV D, paragraph 2 -- although the increased commercial land is an increase of only 2.5 percent over the present committed land use, this may present an economic impact to property owners who suddenly find their property adjacent to commercially zoned property.

Also, due to property being assessed for its potential use rather than its actual use, a decrease in property values is a rather remote likelihood.

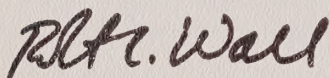
Section IV E, paragraph 2 -- if impermeable surfaces in urban areas increase the amount of runoff and decrease the recharge rate, how can the recharge rate capability of permeable agricultural land be less than that of urban areas, despite transpiration?

Section IV E, paragraph 3 -- it is true that septic tank systems of liquid waste disposal may provide some recharge for the ground water systems; however, this system also increases the possibility of contaminating the groundwater system. The possibility of a health threat would be eliminated by the expansion of urban services to replace the septic tank systems.

It should be noted that as the urban areas increases, the amount of impermeable surfaces increases. This would increase the flooding hazard in an area that is already subject to flooding. The impermeable surfaces would increase the amount of runoff, adding to the sheetflow flooding hazard.

Sincerely,

TULARE COUNTY PLANNING DEPARTMENT



Robert L. Wall, Planning Director

RLW:DAP:jr



State of California

GOVERNOR'S OFFICE
OFFICE OF PLANNING AND RESEARCH
1400 TENTH STREET
SACRAMENTO 95814

EDMUND G. BROWN JR.
GOVERNOR

May 3, 1976

Mr. Greg Dowds
Planning Director
City of Visalia
707 W. Acequia Street
Visalia, CA

SUBJECT: SCH# 76040661 - LAND USE AND CIRCULATION ELEMENTS OF
THE GENERAL PLAN

Dear Mr. Dowds:

This is to certify that State review of your environmental document is complete.

The results of the State review are attached. You should respond to the comments as required by the California Environmental Quality Act. You should address your responses to the commenting agency with a copy to the Clearinghouse.

Sincerely,

A handwritten signature in cursive script, reading "William G. Kirkham".

William G. Kirkham
Management Systems Officer
State Clearinghouse
(916) 445-0613

WGK/mcd
Attachment(s)
cc: Mary Schell, State Library
Paul Clifton, RB

Memorandum

✓ : 1. L. Frank Goodson, Projects Coordinator
Resources Agency

Date : AFR 23 1976

File No.:

2. City of Visalia
707 W. Acequia
Visalia, CA 93277

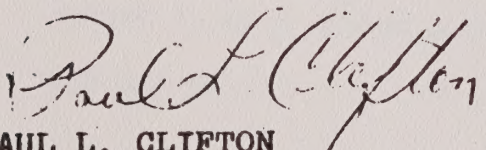
From : The Reclamation Board

Subject: SCH 76040661, Land Use and Circulation
Elements of the General Plan

General: This Draft Environmental Impact Report seems to adequately discuss all aspects of the impact of these portions of the general plan. Paragraph 6 of Section III-D is not specific as to the impacts of the floods on or within the City of Visalia. Nowhere does the Draft Environmental Impact Report make any mention of The Reclamation Board's Designated Floodway Program as an additional tool to help control development along streams subject to flooding. A Designated Floodway Program on Mill Creek within the City limits may have an impact on land use. The Reclamation Board and Tulare County have an agreement concerning the implementation of the program.

Recommendations:

1. Add to Section D the specific impacts within the City of the three most recent floods.
2. Add to Section IV-I language about The Reclamation Board's Designated Floodway Program as a tool to control development within or adjacent to streams subject to flooding.
3. The impact on the land use element of a designated floodway along Mill Creek should be discussed.


PAUL L. CLIFTON
General Manager
(916) 445-9454



EDMUND G. BROWN JR.
GOVERNOR

State of California
GOVERNOR'S OFFICE
OFFICE OF PLANNING AND RESEARCH
1400 TENTH STREET
SACRAMENTO 95814

June 28, 1976

Mr. Greg Dowds
Planning Director
City of Visalia
707 W. Acequia Street
Visalia, CA

SUBJECT: SCH# 76040661 - LAND USE AND CIRCULATION ELEMENTS OF
THE GENERAL PLAN

Dear Mr. Dowds:

In a letter to you dated 5-3-76, the State Clearinghouse verified your compliance with the review procedures contained in the State Guidelines for Implementation of the California Environmental Quality Act. The attached comment was transmitted to the Clearinghouse at a later date. Please respond to it as required.

Sincerely,

A handwritten signature in cursive script that reads "William G. Kirkham".

William G. Kirkham
Management Systems Officer
State Clearinghouse

WGK/mcd
Attachment
cc: Mary Schell, State Library
Paul Clifton, RB
Thomas Bailey, SWRCB

Memorandum

1. Mr. L. Frank Goodson
Project Coordinator
Resources Agency
Resources Building, 13th Floor

2. City of Visalia
City Hall
707 West Acequia
Visalia, CA 93277

Date: JUN 21 1976

In Reply Refer

To: 420:BK

From : **STATE WATER RESOURCES CONTROL BOARD**
DIVISION OF PLANNING AND RESEARCH

Subject: Land Use and Circulation Elements of the General Plan
SCH 76040661

This document has been reviewed in coordination with the staff of the California Regional Water Quality Control Board, Central Valley Region. The Regional Board sent their comments directly to the City on April 13, 1976.

The Regional Board's concern was that the collection and treatment facilities for sewage were not adequately discussed in either the EIR for the Urban Boundaries Element of the Visalia General Plan or the above-mentioned document.

There is also an apparently inaccurate statement regarding the soil conditions in the Visalia area. Under Item F, Geologic and Pedologic Conditions, the report indicates that all of the soils in the Visalia area have very slow percolation rates and are thus considered to have severe limitations for septic tank filter fields. However, most of these soils are recent alluvial soils having loam surface textures with few subsurface obstructions.

For further information contact Ray Dunham at (916) 322-4512.

Mel Holland
for THOMAS E. BAILEY, Acting Chief

CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD—
CENTRAL VALLEY REGION

IN JOAQUIN WATERSHED BRANCH OFFICE:
174 EAST SHIELDS AVENUE
FRESNO, CALIFORNIA 93726
PHONE: (209) 488-5116

13 April 1976

City of Visalia
City Hall
707 West Acequia
Visalia, CA 93277

Gentlemen:

We have reviewed the draft Environmental Impact Report for the Land Use and Circulation Elements of the City of Visalia General Plan and have the following comments.

The report states that the EIR is not intended to address the impacts caused by growth since a more detailed discussion of such impacts was presented in the EIR for Urban Boundaries Element of the Visalia General Plan. In our letter to your department on 22 July 1975 we noted that the EIR (for the Urban Boundaries Element) did not address impacts on public facilities because of the lack of specific plans based on the boundaries. We commented that the report should have given more emphasis to the quantities of wastewater that will be generated and its relative impact on the City of Visalia treatment and disposal facilities.

We find that collection and treatment facilities for sewage have not adequately been discussed in either document. Furthermore, we believe that sewage collection and treatment and disposal facilities should have been included in the Land Use and Circulation and the Urban Boundaries Element.

In addition, we find that there is an inaccurate statement regarding the soil conditions in the Visalia area. Under Item F, Geologic and Pedologic Conditions, the report indicates that all of the soils in the Visalia area have very slow percolation rates and are thus considered to have severe limitations for septic tank filter fields. In view of the fact that most of these soils are recent alluvial soils having loam surface textures with few subsurface obstructions, we conclude that this statement is in error.

If you have any questions regarding these matters, please contact Larry Glandon of our staff.

Sincerely,

JAMES A. ROBERTSON
Executive Officer

Loren J. Harlow

By: Loren J. Harlow
Water Quality Control Engineer

CALIFORNIA WATER SERVICE COMPANY

April 16, 1976

1720 NORTH FIRST STREET
SAN JOSE, CALIFORNIA
AREA 408 • 298-1414

Mr. Greg Dowds
Planning Director
City of Visalia
707 West Acequia Street
Visalia, California 93277

Dear Mr. Dowds:

Thank you for furnishing us a copy of the Draft Environmental Impact Report on Land Use and Circulation Elements of the City of Visalia General Plan. We believe that this has been an excellent preparation and will be useful to the community in its future planning. However, we would like to comment in connection with the sections on hydrologic conditions and hydrology.

We assume that as part of your bibliography you include reference to "Report on Investigation of the Water Resources of Kaweah Delta Water Conservation District" prepared by Bookman and Edmonston dated February 1972. We would like to see some recognition in the Environmental Impact Report of the continued dependence of the Visalia community on the excellent ground water management program of the Kaweah Delta Water Conservation District. The urban community of Visalia is a relatively small area of the Conservation District. However, the program of the Conservation District in transporting water resources of the Kaweah River through the Visalia community to the agricultural districts westward is the greatest assurance of the continued health of the Visalia ground water supply.

The minor decline in ground water levels observed in Visalia, in our opinion, reflects the continued growth of Visalia and the continuous extraction required for a municipal supply represents only a small fraction of the water transported westward so that we do not believe it follows that the observed phenomena is symptomatic of a reversal of the hydraulic gradient.

Very truly yours,

CALIFORNIA WATER SERVICE COMPANY

Jeptha A. Wade, Jr.
Vice President and Chief Engineer

JAW:vip

cc: Mr. K. Dow, VIS
Mr. E. L. Saxe

Southern California Edison Company

432 N. BEN MADDOX WAY
VISALIA, CALIFORNIA

April 22, 1976

PHONE 734 9231
AREA CODE 209

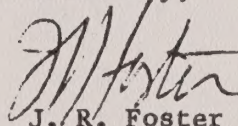
J. R. FOSTER
DISTRICT MANAGER

Greg Dowds
Planning Director
City of Visalia
707 West Acequia St.
Visalia, California 93277

Subject: Draft, Environmental Impact Report - Land Use and
Circulative Element - General Plan, City of Visalia

Thank you for the opportunity to review the subject draft
Environmental Impact Report. We have reviewed the draft and
at this time we have no comments to make.

Sincerely,



J. R. Foster
District Manager

JRF/vp

DEPARTMENT OF TRANSPORTATION

P.O. BOX 1352, FRESNO 93715 (209) 488-4166



April 19, 1976

Mr. Greg Dowds
Visalia Planning Director
707 West Acequia St.
Visalia, Ca. 93277

Dear Mr. Dowds:

This letter replies to your letter of March 25, 1976, forwarding for our comments a copy of the Draft Environmental Impact Report, Land Use and Circulation Elements of the City of Visalia General Plan.

Upon review of the project's effect on transportation, we find we have no comment to offer.

Yours very truly,

R. H. RAMEY, District
Director of Transportation

By *R.L. Binger*

R. L. Binger
District Planning
& Programs Engineer

BT:jc
cc:JDH

THE PACIFIC TELEPHONE AND TELEGRAPH COMPANY

Visalia, April 16, 1976

City of Visalia
Planning Staff
707 W. Acequia St.
Visalia, California 93277

Attention: Greg Dowds, Planning Director

Dear Sir:

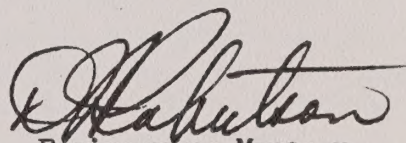
Thank you for allowing us to review the Environmental Impact Report on Land Use and Circulation Elements of the Visalia General Plan.

Adherence to the Visalia General Plan and this E.I.R. will aid in the orderly provision of telephone service to the developments within the urban improvement boundaries.

We have no additional comments to make on this E.I.R.

DJR:mm

enclosure


Engineering Manager
2626-C So. Mooney Blvd.
Visalia, California 93277

AIR RESOURCES BOARD

1709 - 11th STREET
SACRAMENTO 95814



August 4, 1976

Mr. Greg Dowds, Planning Director
City of Visalia
707 West Azequia Street
Visalia, CA 93277

Dear Mr. Dowds:

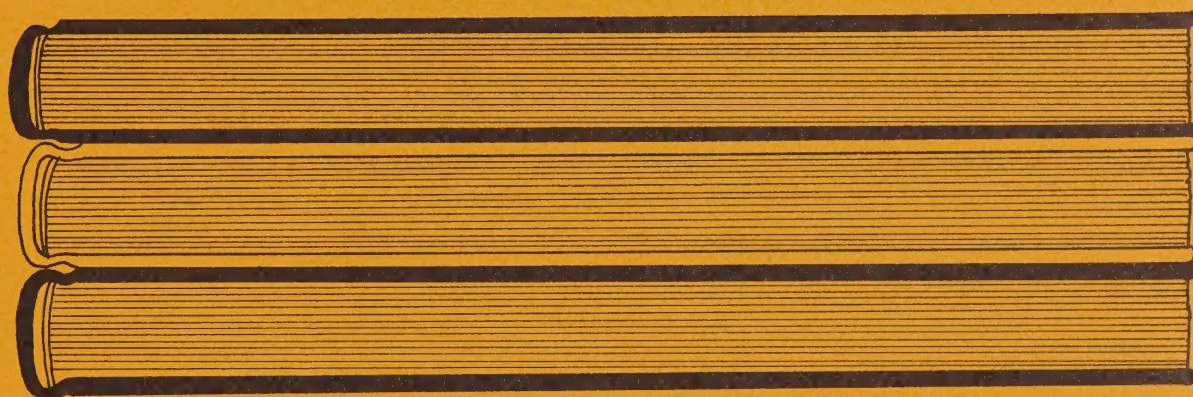
Subject: Draft Land Use and Circulation Element
of the Visalia City General Plan

We have reviewed the Draft Land Use and Circulation Element of the Visalia General Plan and analyzed the proposed policies for their recognition of and impact on air quality. We are encouraged to note that many of the policies articulated in these elements are implicitly supportive of air quality improvements. What is needed is an explicit statement in the plan indicating the recognition of the nature and extent of air quality problems and the need for efforts to improve existing air quality. Such a recognition would help assure that all policies in the plan would be supportive of cleaner air. As they are now stated, some policies, assumptions, and statements could result in detrimental impacts on existing air quality if followed through with a supporting implementation program.

Following are comments on selected policies and assumptions in the referenced document:

1. Mobile home park ... "site(s) shall front on major collector or arterial streets" (page 44). This policy could result in mobile home park residents being subjected to unnecessarily high levels of carbon monoxide and other primary pollutants from automobile exhausts. Therefore, implications of this policy need to be studied carefully. Close attention to the design aspects of this site, setbacks, buffer zones, physical barriers (walls, vegetation), could assist in mitigating adverse impacts of such a location.

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Chapter 15

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Selected Bibliography and References

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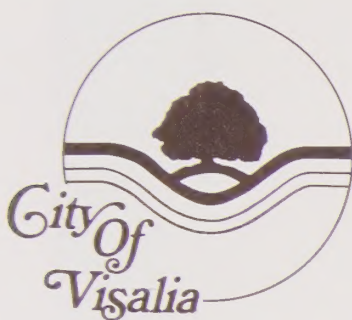
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The Visalia General Plan 1976 - 1996



INTRODUCTION

The California Planning and Zoning Law requires the preparation and adoption of a comprehensive long-term general plan for the physical and social development of cities and counties.

The Visalia General Plan of 1976 is a collection of long range objectives, policies, and proposals concerning the physical, economic and social development of the City of Visalia. The General Plan is based on a 20 year planning period. The Plan basically illustrates what appears, at this time, to be the desirable development pattern in about 1996. The General Plan is a dynamic, on-going process; it is, therefore, necessary to re-analyze the Plan every 5 years in order to meet the needs and the concerns of the City.

Since the General Plan is a long-range and comprehensive document which is to be used as a guide by the decision makers it is imperative that the adopted Plan reflects the needs and the attitudes of the people within the City. On April 7, 1975, the Visalia City Council adopted a resolution instructing City staff to prepare procedures to create a General Plan Land Use Committee. On June 2, 1975, the committee members were appointed to their positions by the City Council, and were assigned to one of four sub-committees: circulation, commercial and office, industrial and agricultural, and residential uses. The sub-committees were established so that each of various areas of land use and circulation could be studied in depth. After months of hard work and many meet-ings, the proposed General Plan was submitted to the Planning Commission for adoption.

The Planning Commission held General Plan public hearings on April 26 and April 27, 1976. Following detailed study of the testimonies received by the Planning Commission, the Planning Commission adopted the General Plan (Resolution No. 921) on June 28, 1976, and transmitted it to the City Council for adoption. On July 6 and July 7, 1976, the City Council did hold public hearings for the proposal, and adopted the General Plan on August 17, 1976, by Council Resolution No. 1605.

A clear separation should be made between the General Plan, the Zoning Map and the Zoning Ordinance. The General Plan is used only as a guide and it does not regulate the use which the property may be permitted. Whereas, the Zoning Map and the Zoning Ordinance controls the uses of land.



SUMMARY OF POLICIES

Any element of a General Plan consists of two parts; the text and map. The text has numerous policies throughout the various sections. The policies are extremely important since they will guide future decisions made by the Planning Commission and City Council. The following is only a summary of the adopted policies, the complete General Plan report is available at the City Planning Department.

AGRICULTURAL POLICIES

The following agricultural policy recommendations were established to meet the needs, concerns and desires of the community, for the enhancement of agricultural production, preservation and promotion.

1. The City of Visalia shall prohibit parcelization of agricultural land below 20 acres in order to maintain the viability of agricultural productivity.
2. The City of Visalia shall encourage contiguous urban development on agricultural lands that meet the objectives and goals of growth management policies.
3. The City of Visalia shall work with the County of Tulare to discontinue parcelization of fringe agricultural land and to encourage the use of agricultural preserves within those areas until they are annexed and ready for urban development.
4. The City of Visalia shall establish an agricultural preserve program which can provide agricultural preserve contracts to those city property owners whose land is designated as agricultural upon the land use map.

INDUSTRIAL POLICIES

The following policies are established to meet the needs, desires and concerns of the Visalia community. They were established on the criteria of existing and future land use relationships, proximity of transportation facilities, soil conditions, water conditions, feasible extension of utilities, compatibility of industrial land use with other land use proposals and the projected growth direction of the Visalia Urban Area.

1. To control future industrial development in the southeast portion of the Visalia Urban Area. Existing industrial developments which are located in this area shall remain conforming uses and shall be allowed to expand beyond their present development site. (Property that is currently vacant and classified as industrial property shall be redesignated to a combination service commercial and light manufacturing which will allow expansion of existing industries via a conditional use permit).
2. In order to assure that existing commercial and industrial uses are protected from adverse financial impacts as a result of this plan it shall be a policy to allow existing uses to be considered as "permitted uses" within any of the zones which might be applied to the property upon which the use is located. Also, uses which were legally operating at the inception of this plan shall be allowed a reasonable amount of expansion with the granting of a conditional use permit procedure to allow the City to apply any conditions which are deemed necessary to mitigate any anticipated adverse impacts upon surrounding land uses as a result of any proposed expansion. The expansion should, however, be granted to an established business.
3. Future industrial development shall be prohibited along Mooney Boulevard. Existing industrial developments which are located in this area shall remain conforming and shall be allowed to expand beyond their present development site by approval of a conditional use permit. Should any existing industrial use become vacant or discontinue operations, no new industrial use shall be allowed to re-occupy the site.
4. New industrial development shall be prohibited adjacent to Highway 198 which extends from the western urban area boundary to the eastern urban area boundary.
5. The industrial area northeast of the central business district shall be revitalized through a planned development concept and/or improved development standards that will complement existing land uses and future land uses in conformance with the objectives of the Visalia General Plan.
6. In order to provide greater flexibility within the industrial area located to the east of the downtown, a combining zone of (C-4) and (M-1) shall be developed. This zone shall allow service commercial uses as "permitted uses" with light industrial uses shown as conditional uses.
7. Within the (C-4) (M-1) zone, conditional use permits for light industrial uses shall be granted unless it can be shown that such a use would cause an adverse impact upon surrounding land uses. Special consideration for granting conditional use permits to existing industries for expansion shall be given.

8. Planned industrial zones shall be established with improved development standards for future industrial use in the designated industrial area of Visalia's northwest portion. In order to assure that the visual integrity of Highway 198 is maintained, heavy industrial land uses shall be limited to an area north of Houston Avenue, within the north western industrial area.
9. It shall be the policy of the City of Visalia to protect newly created industrial areas from encroachment of uncomplimentary urban land uses.
10. A industrial reserve shall be identified as an area which will be reviewed periodically by the City Council for potential industrial zoning. If at such time, the City Council finds that the existing land zoned for industrial is to be limited to satisfy the demand for new manufacturing enterprises, or that there is other compelling evidence of need for industrial usage, the council may allow the reserve area to be zoned and developed.



RESIDENTIAL POLICIES

The following goals and policies are based on the concerns of the citizens committees and their recommendations. Goals and policies are also the reflections from the inventory and analysis of existing housing and related problems, the protection of needs.

Multi Family

1. All multi-family residential development shall be reviewed through the planned development zoning procedure prior to the issuance of a building permit. The approval of new multi-family zoning shall be subject to the following criteria:
 - (a) Multi-family residential development shall not exceed 20% of the total dwelling units in a neighborhood.
 - (b) Multi-family residential development shall be located close to high intensity land uses such as commercial development, quasi public development, major arterial streets, etc.
 - (c) Multi-family residential development should not create an adverse impact on the neighborhood school, and recreation facilities.
 - (d) Multi-family residential development should not create an adverse impact on the existing circulation pattern.
 - (e) Multi-family residential development should not be overly concentrated along any major arterial street.
2. In order to maintain the small town character of Visalia and to avoid the inherent design problems it is recommended that the current R-M-4 zone be deleted from future use.
3. It shall be the goal for the City of Visalia to maintain the existing multi-family residential developments located:
 - (a) South of Highway 198, bounded by Watson Street, Tulare Ave., and Santa Fe Ave., and
 - (b) North of Race Street, bounded by Santa Fe Ave., Houston Ave., and West Street.

Planned Unit Developments

4. The City shall provide for and encourage planned unit residential developments. The approval of planned unit residential development shall be subject to the following criteria, but not limited to:
 - (a) Site Area:
 - (1) The minimum site area for a planned unit development which includes a planned neighborhood commercial site, P(C-1), shall be forty (40) acres.
 - (2) The minimum site area for a planned residential development shall be (1) acre. Parcels smaller than one acre in land area may be considered for a planned residential development if there are unique circumstances (shape, natural feature, location, etc.) which would deprive the land owner from the potential maximum development of his property if the ordinance requirements were strictly enforced.

- (b) Open Space:
 - (1) Common usable open space shall comprise at least 25% of the land exclusive of streets. The common open space shall be land within the total development site used for recreational, park or environmental purposes for the enjoyment by occupants of the development, but shall not include public streets, driveways, utility easements where the ground surface cannot be used appropriately for common open space private yards and patios, parking spaces nor other areas primarily designed for other operational functions.
 - (2) Improvement and preservation of existing trees and other natural features on the site shall be encouraged whenever possible. The location of existing trees shall be considered when planning the common usable open space, location of buildings, underground utilities, paved areas and parking areas.
- (c) Density:
 - (1) The average population density per net acre shall not exceed the maximum population density prescribed by the site area regulations or the site area per dwelling unit regulations for the district in which the planned unit development is located other than as provided by the density increase allowance.
 - (2) Density increases may be granted in exchange for project amenities which are in addition to those already proposed for the project.

Rural Residential

5. It shall be the policy of the City of Visalia to create a rural residential zoning to serve as a buffer zone in areas between urban and agricultural related uses.
 - (a) That the minimum parcel size for rural residential lots shall be 1 acre.
 - (b) That urban improvements can be waived by City Engineer (i.e. curb, gutter, sidewalk, sewer, etc.).
6. The city shall establish a low density, single family residential zone which will have a minimum parcel sizes of one-half acre.

Mobile Home Parks

7. The development standards for the planned mobile home parks will further encourage the creation of stable, attractive, residential environments within the individual mobile home parks themselves and provide a desirable transition or buffer to the surrounding areas.
 - (a) All planned mobile home parks shall be subject to design review and a conditional use permit.
 - (b) The site shall be placed in districts that are zoned for residential and quasi-public purposes only to assure that mobile home residents can enjoy the same safeguards from conflicting land uses (i.e. industry, service commercial, etc.) as could residents located adjacent to this form of residential categories.
 - (c) The site shall be evaluated for its impact upon adjacent land uses. Adverse impacts such as over-crowding the educational facilities, neighborhood and the public recreational facilities must be avoided.
 - (d) The site for a mobile home park shall front on to a major collector or arterial street.
 - (e) The minimum site for a mobile home park development shall be ten (10) acres. However, it shall not exceed forty (40) acres per development. This would allow up to 240 mobile homes per development.
 - (f) Mobile home parks shall not exceed 12% of the total dwelling units in a neighborhood. This would allow up to 240 mobile homes per neighborhood.
 - (g) Design standards shall be established which assure that a mobile home park is easily integrated into a neighborhoods housing character.



Elderly Care Facilities

8. To insure the needs of the elderly people as well as the general welfare of the residents, the development of the elderly care facilities shall be reviewed according to the following criteria:
 - (a) Elderly care facilities shall be located close to major arterials for accessibility to and from public safety and health facilities.
 - (b) Elderly care facilities shall be located close to public buildings and grounds, such as libraries, senior citizen centers, parks, etc.
 - (c) Elderly care facilities shall be located close to commercial facilities.
 - (d) Elderly care facilities shall be located close to possible future mass transit terminals.
 - (e) Availability of service utilities.

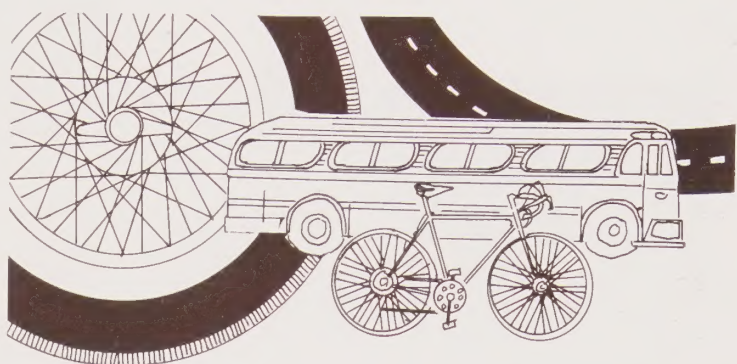
Quasi-Public Uses

9. To provide a "Quasi-Public" zoning district which will be applied to properties which are suitable for some form of non-commercial urban development which will generate few children. Such sites are located within areas which do not provide the facilities (school, parks, etc.) which are necessary for a healthy child rearing environment. The following standards, are to be used as a guideline during the process of reviewing the proposal:
 - (a) The generation of pedestrian traffic across major arterials.
 - (b) The proximity of project to similar uses which creates a major increase of traffic volume at a specific time. (i.e. Sunday church services).
 - (c) Accessibility of those uses which require continual use of emergency services to major arterials.
 - (d) The quasi-public zone will allow uses which are typically identified as conditional uses within the residential zone. The following uses shall be allowed: (1) Churches; (2) Public Buildings; (3) Elderly care facilities; (4) Private clubs and organizations; (5) Mobile Home Parks; (6) Hospitals and sanitariums.
 - (e) All of the uses which are allowable within the quasi public zone shall be processed as conditional uses.

Historic Preservation

10. Due to the unique character and historical significance of many of the homes located within an area north of the downtown; a historical preservation element of the Visalia General Plan shall be adopted to preserve the historic nature of the area.

Until such time that a historic preservation element is adopted, residential zoning shall be maintained within the area north of Murray Street between Conyer and Santa Fe. Offices may be developed within this area by a C.U.P.



CIRCULATION POLICIES

Transportation has become an integral part of people's daily lives and meeting the transportation needs of an increasingly mobile public is an important concern for the City of Visalia. However, care must be taken to assure that the kind of transportation facilities required to move the people and the goods will not degrade the quality of life for all Visalians. Therefore, the overall objective of the Circulation Element presented here is to provide efficient transportation facilities while maintaining social, economic, and environmental concerns of the City.

- (1) Circulation within the City should be facilitated by improving the traffic carrying capacity of existing major arterials and development of new alternative arterial thoroughfares.
- (2) To insure that the transportation system is so planned to minimize social and economic disruptions to the neighborhoods, major arterial streets shall skirt neighborhoods and collectors shall be so designed to discourage non-neighborhood through traffic.
- (3) Where arterial and collector streets are required, residential development should be oriented away from such streets, and properly buffered so that the traffic carrying capacity of the street will be preserved and the residential environment be protected from the adverse characteristics of the street.
- (4) To avoid an adverse impact between the circulation system and residential development it is recommended that truck traffic be oriented only onto the designated arterial streets. A committee shall be established to specifically study and make recommendations on truck routes.
- (5) Development should be avoided which will significantly increase traffic congestion on arterials which are currently at capacity.
- (6) Provide adequate access to high intensity land use areas such as employment centers, shopping areas, and recreation facilities.
- (7) Due to the traffic congestion which results from numerous points of ingress and egress along commercial streets, future commercial developments should be master planned with minimum site areas of five acres and limited points of ingress and egress onto a major street.
- (8) Ingress and egress to shopping centers should be carefully designed in order to promote traffic safety. Left-hand movements into and out of commercial areas should be minimized and existing points of ingress and egress shall be consolidated whenever possible.
- (9) Due to its superior carrying capacity Highway 198 and its frontage roads (Mineral King and Noble Ave.) shall serve as the axis of development within Visalia.
- (10) Major arterial streets shall be built at a typical right-of-way separation of one mile. Whenever feasible, a major arterial street can be built to a larger right of way width as per subdivision standards.
- (11) Recommend that the right-of-way widths and construction widths of all classes of streets from minor residential to major arterial be re-evaluated as part of the subdivision ordinance update this year.
- (12) Consideration shall be given to phase construction of the major arterials whereby sufficient right-of-way width is obtained for ultimate future needs, but street construction width is provided only to meet present (5-10 year) need thus avoiding the maintenance of unused pavement.
- (13) Due to it's traffic carrying demand, Mooney Boulevard shall be widened to six lanes with no on-street parking.
- (14) Give a high priority to public transportation systems which are responsive to the needs of the aged, handicapped and disadvantaged.
- (15) Evaluate the suitability of all modes of transportation, including bus, bicycle and walking, for the development of alternatives to the private automobile. Citizens Committees should be established to initiate such studies.
- (16) Sidewalks, paths and appropriate crosswalks should be located in proximity to all schools and along all principal streets leading to schools and other areas with significant pedestrian traffic. Whenever feasible, pedestrian paths should be developed to allow for unobstructed pedestrian flow from within a neighborhood.
- (17) Recommend that a committee should be formed to design a bicycle route system that would serve the needs of the users and provide a greater margin of safety. Suggest that at such time (this year) as the subdivision ordinance and improvement standards are updated that the location of bicycle lanes in relation to the traffic lanes on collector streets be given considerable study.
- (18) In order to avoid problems and confusion it is recommended that Visalia's street names be evaluated and changed where necessary and that a system for street naming be established.
- (19) The city shall work toward acquiring right-of-way within older areas to aid the flow of major arterials.
- (20) Since the Visalia Municipal Airport serves both Tulare and Kings Counties as the only air carrier airport, and as a primary business, corporate, and general aviation airport, efforts shall continue to be made to upgrade the service capacity of the airport.
- (21) To have a high level of intergovernmental coordination and citizen participation in the circulation and transportation planning process.
- (22) Work with other agencies to assure that the Regional Transportation plans are consistent with the City's land use policies.



COMMERCIAL POLICIES

The commercial development within Visalia is the mainstay of the community's economic health and must be considered a valuable resource. The tax revenues generated by commercial enterprises to help to maintain relatively low residential taxes, provides valuable social programs and helps to increase Visalia's parks and recreational facilities. Due to the recognized importance of Visalia's commercial development, the primary goal of the commercial plan is to maintain Visalia's status as a regional retail center while increasing the overall aesthetics of new commercial growth.

The following policies are listed by specific commercial land use categories:

Neighborhood Commercial

1. That neighborhood commercial centers be limited to include those uses which are clearly of the neighborhood draw only, with a grocery store serving as the major tenant.
2. That areas currently serving as a neighborhood commercial center be maintained and upgraded aesthetically to meet the standards of new planned unit development commercial centers.
3. The existing locational policy for neighborhood commercial centers shall be retained. The current policy limits a neighborhood commercial center to one corner of the intersection of major arterial streets which are located at one mile separations. The commercial can be granted in conjunction with an approved planned unit development only and it is available to the first corner with an approved plan exclusively.
4. The maximum size of a planned neighborhood commercial center shall be approximately three and one-half (3½) acres.
5. The major tenant will be a grocery store of approximately 24,000 square feet. Another 10,000 square feet will be used for a combination of the permitted or conditional uses which are listed under the proposed PC-1 district. However, no tenant (other than the grocery store) within a neighborhood commercial center shall occupy more than 50% of the 10,000 sq. ft. buildable area.
6. Meaningful construction of neighborhood commercial must begin in two years from the approval of the PUD. Building permits for 100% of construction must be obtained. However, less than 100% construction will be permitted if the developer can show the cause for special conditions within the service area.
7. Time extensions for extenuating circumstances (not to exceed 4), may be granted by the Planning Commission for one (1) year periods based on the following criteria:
 - (a) Availability of required utilities.
 - (b) Service area has not been sufficiently developed approximately 2/3 of one (1) square mile neighborhood or 4000 people.
 - (c) Location vs. traffic volume considerations.

Planned Regional Retail Commercial

8. That new regional retail development along Mooney Blvd. be restricted to that area which lies between Packwood Creek and Highway 198 with the exception of those areas specifically identified upon the land use map.
9. That commercial development be expanded to the maximum depth possible along Mooney Blvd. without generating any undesirable land use conflicts with adjacent residential properties.
10. That new regional retail growth occur within an area shown upon the land use map which generally located at Ben Maddox from Highway 198 to Tulare Ave.; that a strip of commercial development between Ben Maddox and Lovers Lane be allowed to develop into commercial or office uses to a maximum depth of 500 feet; and that a retail commercial center be established at Lovers Lane and Highway 198.
11. That those commercial, residential and industrial uses and property zoned for commercial which are currently located along Mooney Blvd. between Packwood Creek and Liberty Ave. to be maintained and improved.
12. That the City of Visalia encourage the County of Tulare to allow existing commercial, residential and industrial uses located within the unincorporated portion of Mooney Blvd. between the city limits and Liberty Ave. to be maintained with a prohibition on expansion of new development.
13. In order to upgrade the aesthetic character of Visalia's retail shopping areas it is proposed that new design standards be established which would be implemented through a planned commercial zoning process.
14. That Master Plans for specific areas in Planned Regional Commercial Zones may be designed by Planning staff and adopted by Planning Commission and City Council where unusual lot configurations, particular circulation difficulties, etc. warrant specific site planning. Subsequent development within these master plan locations must conform to the adopted Master Plan.

Planned Local Retail Commercial

15. That since existing residential development is within close proximity to areas designated as Planned Local Retail Commercial, only those uses which would not become neighborhood nuisances would be permitted.
16. That special design standards be developed for these areas which will encourage new commercial development and acceptable physical appearance.
17. In order to encourage new commercial growth within this area the permitted uses shall be expanded to include some uses (as conditional uses) which are not allowed along Mooney Boulevard. These uses cannot, however, cause a detrimental impact upon adjacent residential development.

Planned Commercial

18. The City shall develop a master plan for the central business district concerning circulation, parking, design and use relationships and other factors relating to the maintenance of economics viability and social characteristics of the Central business district.
19. All new developments and parking areas shall be approved for construction with upgraded landscaping standards including street trees.
20. Service commercial facilities shall be allowed within a combination zone of "service commercial" and "light industrial." The new (C-4) (M-1) zone shall be applied to areas indicated upon the land use map and shall allow service commercial uses as "permitted" uses while light industrial uses shall be "conditional" new developments within this zone shall be subject to the adopted permit procedures and design standards.
21. That special design standards be implemented for those service commercial areas which are located within close proximity to residential (either existing or proposed) developments.

Planned Commercial Highway

22. Consideration of the scenic corridor shall be given during the approval process of new highway commercial development.
23. That the City continue to make efforts to attract a motel to develop within close proximity to the Convention Center.
24. That due to the limited supply of suitable motel sites along Highway 198, and realizing that motel developments are of benefit to the community, it is recommended that limited highway commercial facilities be developed at the freeway intersection of Highway 198 and Highway 80 across from the Visalia Airport. That any development which does occur within this area be limited to high aesthetic uses with stringent design controls in order to preserve the character of the highway 198 scenic corridor. The City Council shall have the right to review all proposed commercial uses for architectural style and design.
25. A planned highway commercial reserve area shall be identified as a area which shall be zoned for highway commercial once 70% of the existing C-5 zoning is developed.

Planned Offices

26. Employment generating uses should have access directly from major arterials, and traffic generated by these uses should not be generated through existing residential neighborhoods.
27. In order to encourage the continued upgrading and growth of Visalia's downtown, that offices be designated within an area generally bordered by Oak, Race, Santa Fe and Conyer, as conditional uses.
28. That office development be allowed to fill in along Court Street from Paradise to Walnut Avenue to a depth generally equal to that of existing offices.
29. In order to provide a location for large office developments which would not compete with office areas within the central business district, the plan shall allow a large office park development from Highway 198 to one-half mile south of Goshen Avenue, and from Highway 80 to Road 84. High aesthetic standards with a large landscape buffer along Highway 198 shall be mandatory within highway development proposal and the City Council shall review all site development and building design prior to granting of a building permit.
30. A planned office park reserve area shall be identified as an area which will be zoned for office once 70% of the existing planned office park area is developed.



IMPLEMENTATION POLICIES

In compliance with state regulations for general law cities, it shall be the policy of the City of Visalia to zone properties within the city limits to zones which are conforming with the newly amended General Plan within a reasonable period of time. It shall further be the policy that all future zone changes shall be in conformance with the General Plan.

City Of Visalia



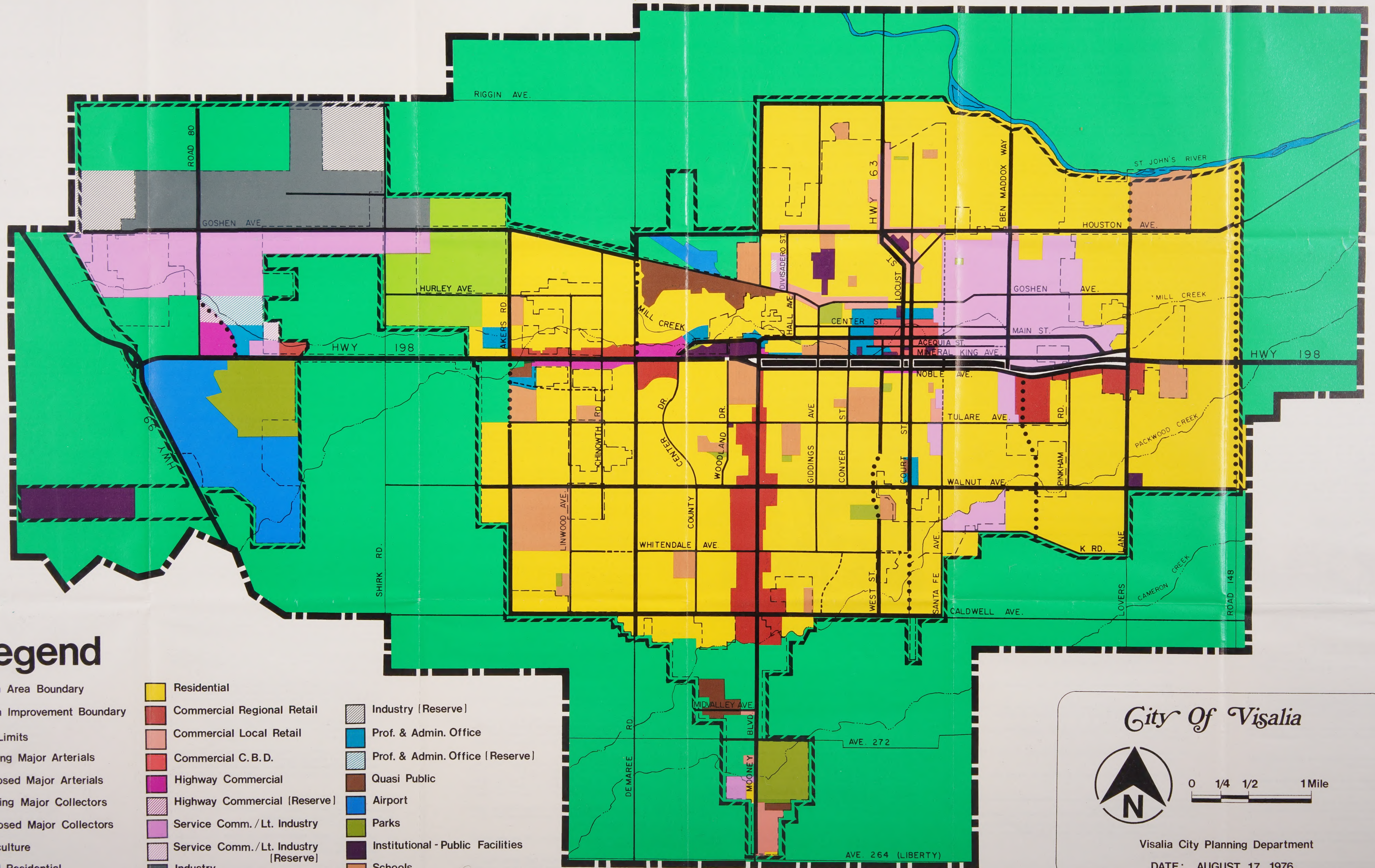
Visalia City Council
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B. P. O'Dell, Vice Mayor
Terry Churchill
Reinold A. Peterson
Gregory F. Collins

William C. Clark, City Manager

Visalia City Planning Commission
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VISALIA GENERAL PLAN 1976 - 1996



City of Visalia



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Visalia City Planning Department

DATE: AUGUST 17, 1976

